

# **COVINA GENERAL PLAN LAND USE ELEMENT**



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PLANNING DIVISION STAFF

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## EXECUTIVE SUMMARY

Land use is the central General Plan Element. The Land Use component correlates land use and related issues among all Elements and is the most frequently referenced General Plan section. The backbone of the Land Use Element is a Land Use Plan, comprised of a map and accompanying explanatory text, that must show and define the proposed or long term general distribution/location and development intensity of residential, commercial, industrial, and other uses, such as parks, schools, and public buildings. “Development intensity” refers to residential density (correlation of the number of dwelling units for each acre of land and the average number of persons for each dwelling unit) and commercial and industrial floor area ratio (the ratio of building floor area to total site area).

The Land Use Plan, which establishes the foundation for administering zoning, subdivision, and other, more site-specific and day-to-day oriented tools regulating development and uses, is based on as well as supplements and implements the related goal and the objectives and policies. By illustrating where and to what extent various uses will be distributed around the community, the Land Use Element, therefore, serves as the cornerstone of the community’s General Plan program and building standards, as the chief land use policy tool, and as a blueprint for future physical development. The Element also functions as the primary vehicle for addressing applicable State and regional land use- and development-related statutes, goals, and policies. In other words, the Land Use component serves as the basis for local decision-making and actions on all growth and revitalization matters. And, as previously stated, another key purpose of the Land Use Element is to serve as a framework for objectives, policies, and standards in all required General Plan topical chapters. Land Use is particularly intertwined with the Circulation, Housing, and Safety chapters (refer to below-noted State General Plan Guidelines for clarification).

Much of the land use-related background information and facts and analysis of data for this Element appear in the Land Use Study, an all-inclusive compilation of Covina’s existing land use and development resources, characteristics, and issues. Though separate, the Study is legally part of the Land Use Element process. Most topics in this Element are referenced and detailed in the Study, a format that eliminates redundancies and facilitates Land Use Element implementation by emphasizing and clarifying goals, objectives, policies, the Land Use Plan, and programs/implementation measures, the most important components.

The entire contents of the Land Use Element are based on State planning law requirements (Section 65302(a) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on general plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their land use and development issues in a manner tailored to local conditions and circumstances. The Covina Land Use Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which indicates a strong, diversified economic base. Although the community is almost entirely built out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat, though has a hilly enclave in the southeastern area (Covina Hills), and contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section “A” of the Land Use Study for more information on location, character, and the Covina Planning Area.

The Land Use Element document is comprised of eight chapters: Background; Overview of Key Existing Land Use Issues; Goal, Objectives, and Policies; Land Use Plan; and Programs/Implementation Measures.

Concluding sections include: Relation to and Consistency With Other General Plan Elements; Citizen Participation in Land Use Element Formation; and Monitoring Land Use Element Implementation. The Land Use Study-based “Issues” chapter serves as the foundation for the Element’s goal, objectives, policies, and Land Use Plan. Issues typically address matters ranging from physical development and land use to community image and appearance to economic and social conditions and in this document are discussed according to the following five-topic framework:

1. The type and amount of future development and redevelopment activities.
2. Land use categories, quantities, standards, distribution, and compatibility.
3. Community image and appearance.
4. Economic and social conditions.
5. The provision of public facilities and services.

The Element addresses Covina’s various land use issues through what the City believes is a sufficient and viable policy orientation, Land Use Plan, and program framework, the three most important areas. The policy orientation, first of all, is comprised of a general land use goal and several objectives and policies that, along with the accompanying Land Use Plan and programs, function as a bridge between where Covina is (which is clarified in the previous “Issues” chapter and the Land Use Study) and what type of city it wishes to become. In other words, the goal and objectives and policies, as stated above, guide decision-making and actions on all land use and development matters. The Land Use Element goal is:

A physical environment that provides for the housing, employment, business, service, recreational, social, educational, cultural, and entertainment needs of and maintains and enhances a high quality of life for its residents.

Policies are presented under six objectives, each of which, like the structure of the above issues, pertains to a different topic area. The policy areas are:

1. A climate where moderate residential, commercial, and industrial development and redevelopment are accommodated.
2. An adequate amount and distribution of and compatibility of adjacent land uses throughout the community.
3. A community that is attractive and maintains a good image and small-town atmosphere.
4. Economic and social vitality in all areas of the community.
5. The provision of sufficient public facilities and services.

Generally, the various policies that are presented under the five objectives focus on: maintaining the existing land use distribution and Covina’s low rise/low intensity character; accommodating moderate residential growth of various types for all economic segments, though limiting the rate of higher density apartment and condominium/townhouse construction; preserving existing commercial and industrial areas and maintaining and facilitating the expansion and/or revitalization of businesses for employment, community image, and sales tax enhancement purposes; and maintaining the downtown as a key economic and social center of the City by promoting commercial revitalization and mixed use developments via “urban village” or livable cities concepts and by encouraging better linkages to the Metrolink Commuter Train Station. Other policy orientations deal with: preserving the very low density character, sensitive environmental resources, and natural appearance of Covina Hills by minimizing future grading and

development; protecting existing parklands and open space resources from conversion to other uses; attempting to preserve structures, resources, and/or areas that are of local historic and/or architectural significance; and discouraging illogical, conflicting, and/or peculiar land use arrangements. Final key policy orientations pertain to: following reasonable residential density and commercial and industrial floor area ratio provisions; maintaining appropriate development standards, design provisions, and inspections to ensure the safety, functionality, and attractiveness of development; ensuring that all properties and uses are physically, aesthetically, and functionally maintained to retain community appearance, image, and stability; and accommodating future growth, redevelopment, and revitalization with adequate public facilities, with sufficient community services, and that respect physical and environmental resources and constraints.

The Covina Land Use Plan, which is based on and augments the Land Use Element's goal and objectives and policies, is the cornerstone of the Element process. The Plan, as stated above, establishes and divides the community into districts that identify the permitted types of uses, building character, and extent of new and remodeled development, is comprised of nine land use categories, the primary ones of which are three residential, two commercial, and one industrial designations. Land use categories have been selected and applied in a manner that best meets existing and future local conditions, circumstances, and needs, and the overall land use strategy is based heavily on previously existing conditions. The following categories comprise the Land Use Plan:

- A. Residential
  - 1. Low Density
  - 2. Medium Density
  - 3. High Density
- B. Commercial
  - 1. General
  - 2. Town Center
- C. Industrial
- D. School
- E. Park
- F. Open Space

The "Residential" use hierarchy thus consists of "Low" (0 - 6.0 dwelling units per net acre of land), "Medium" (6.1 - 14.0), and "High" (14.1 - 22.0) groupings. "Low Density" refers primarily to single-family detached houses, the dominant land use category, which pervades throughout the community. The "Medium" and "High" classifications accommodate apartments, condominiums/townhomes, and mobile homes, and the two categories are generally oriented in and around the downtown and in various neighborhoods. Moreover, the "Commercial" land use hierarchy is, as illustrated above, comprised of "General" (maximum floor area ratio 1.5) and "Town Center" (maximum floor area ratio 2.5) categories. "General Commercial," the chief commercial designation, refers to an array of uses and building types, including retail, office, and services, and pervades in various districts generally along the major streets or at primary street intersections. On the other hand, the "Town Center" category pertains to the downtown area only. This designation allows for limited, specialized commercial and mixed uses that are intended to best address the downtown's unique character, development pattern, and needs. Finally, the City's "Industrial" land use category, which exists generally along or near the Metrolink Commuter Railroad Line and at various stretches of San Bernardino Road and Arrow Highway, has been created to permit light manufacturing, processing, assembly, warehousing, and related activities plus ancillary administrative

offices. For economic development purposes, the Land Use Plan is comprised of what is believed to be, for a suburban community, a relatively large percentage of commercial and industrial land (over 12% for the Planning Area). Nevertheless, Covina is envisioned to remain a primarily residential city.

Despite the fact that, as stated above, the Land Use Plan is based heavily on previously existing conditions, in order to ensure goal and objective realization and to best meet community needs and desires, minor changes in land use allocations and development intensity standards have been made. For example, the “Medium” and “High” density limits have been reduced. Considering existing City boundaries, the Plan calls for theoretical dwelling unit and household population counts of, respectively, 17,905 units (11.8% increase over 1992 figure) and 49,149 persons (a rise of 14.7%). But typically, actual build-out numbers are 80% of theoretical capacity. Notwithstanding this fact, the Covina Land Use Plan’s land use hierarchy and development intensity framework underscore the community’s commitment to moderate growth and revitalization/redevelopment for above-noted reasons like economic development, housing accommodation, and image and appearance enhancement.

Covina’s land use proposal is described on two maps, a primary land use and circulation route diagram, which is comprised of the previously noted land use-related facts, and a map that shows the location of public facilities, such as City Hall, the local library, and fire stations. The City believes that separating public facilities from the primary Land Use Map clarifies the overall land use strategy and related policies. Basically, the Map shows all existing resources. In accordance with established objectives and policies, new facilities are not indicated but are to be considered as future growth occurs and as circumstances would strongly warrant consideration thereof. This approach is particularly applicable to schools, parks, and public safety.

Land Use Element programs/implementation measures are important because, as again stated above, they supplement as well as ensure the realization of the goal, objectives, policies, and Land Use Plan. The programs thus serve as a key implementation mechanism. Several programs are presented, some of which currently exist and others that would commence upon Land Use Element adoption. The programs are divided into the following three areas:

1. Codes, standards, and plans.
2. Procedural matters.
3. General administration.

Within the above framework, a variety of land use programs are presented. For example, existing, important measures, such as Zoning, Design Guidelines, Subdivision Ordinance, and Capital Improvement Program, Code Enforcement, and (development application) Site Plan Review, are to be continued and, where necessary, revised to achieve consistency with the updated General Plan. The City’s Planned Community Development (PCD) process, which facilitates all types of development to best reach community goals and objectives, is to be maintained and sanctioned as well. In addition, many new measures are proposed to better address Covina’s land use and development needs. These programs generally build upon the above-noted policy foundation and include such measures as allowing building intensity to be increased beyond the basic limits if the project affords the City with major benefits; promoting the maintenance and expansion of commercial and industrial areas for economic development purposes; studying future development projects and trends to ensure overall community service and infrastructure adequacy; exploring potential positive impacts from the Metrolink Commuter Train Station; and establishing a framework for reviewing and revising the General Plan.

As previously mentioned, the Land Use Element concludes with sections discussing the relation of the Land Use Element to and consistency with other General Plan chapters, citizen participation in Land Use Element formation, and monitoring Land Use Element implementation. Relating to the first chapter, as required by State law, the Land Use Element has been prepared in a manner consistent with all other

General Plan sections. For example, the land use and development framework, population and housing unit build-out projections, and goal, objectives, policies, and programs employed here reflect and conform to the circulation and transportation systems of the Circulation Element and the housing construction- and preservation-related provisions of the Housing Element. Furthermore, because the City has updated all General Plan components simultaneously, one common data and information foundation, based on the same community input and data and analysis activities, has been used for the entire project. This has ensured inter-Element goal, objective, policy, and program consistency and therefore will greatly assist in overall General Plan implementation as well.

Moreover, in the Land Use Element update process, local governments must conduct citizen participation activities to ensure that the views of all residents are addressed and considered. The City has complied with this requirement through developing and distributing questionnaires, conducting public forums, preparing a cable television commercial on the General Plan update and forums, creating and distributing update flyers and handouts, and publishing press releases and articles in various newspapers and City brochures. Other more general measures/activities have been employed as well. Also, the community received numerous comments from representatives of other public or quasi-public agencies, such as school districts, utility companies, regional agencies, and adjacent municipalities as well as local civic organizations. All public comments elicited through the various citizen participation measures have been carefully studied by the City and incorporated into the body of data and information that was used in identifying and discussing issues and, therefore, in developing the applicable goal, objectives, policies, and programs/implementation measures.

In addition, again in accordance with State planning law, the City will monitor all major aspects of Land Use Element implementation to verify continual inter-Element consistency and to ensure that the policies and programs of the Land Use chapter are carried out effectively and that needs are adequately addressed so that the desired Element goal and objectives are met. Monitoring is to be handled through providing annual reports to the Planning Commission and City Council and through related actions. Any identified problems, deficiencies, or underutilized policies or programs will be carefully studied and appropriately handled. Because Land Use is the central General Plan chapter, monitoring in this area is particularly important.

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## **I. INTRODUCTION/BACKGROUND**

Land Use is the central General Plan Element. The Land Use component correlates Land Use and related issues among all Elements and is the most frequently referenced General Plan section. The backbone of the Land Use Element is a Land Use Plan, comprised of a map and accompanying explanatory text, that must show and define the proposed or long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. Also, parks and open space, schools, public buildings, (any) waste disposal facilities, and areas subject to flooding have to be shown as well. “Development intensity” refers to two types of building concentration standards applicable to residential and nonresidential structures. Regarding residential buildings, intensity means the correlation of the number of dwelling units for each acre of land and the average number of persons for every dwelling unit (for each density subcategory of a particular Land Use classification hierarchy, such as “low” and “medium”); commercial and industrial intensities refer to floor area ratio (the ratio of building floor area to total site area).

The Land Use Plan itself is based on and implements the related goal and the objectives and policies. By illustrating where and to what extent various uses will be distributed around the community, the Land Use Element, therefore, serves as the foundation of the community’s General Plan program and building standards, as the chief land use policy tool, and as a blueprint for future physical development. The Element also functions as the primary vehicle for addressing applicable State and regional land use- and development-related statutes, goals, and policies. In other words, the Land Use component serves as a basis for local decision-making and actions on all growth and revitalization matters.

When defining the function of the General Plan Land Use Element, it is important to describe the relation between the Element and the Zoning Ordinance. General Plan Land Use designations, as stated above, are oriented toward the future, while Zoning classifications indicate current use and intensity standards. Zoning provides a basis for day-to-day Land Use decisions and implements the General Plan by enabling the Plan’s goals, objectives, and policies to be realized. For any property in a jurisdiction, General Plan and Zoning designations (again, such as “residential” or “open space”) typically must be consistent, variations being allowed only when explained/justified in the plan text, though the number of General Plan and Zoning use categories need not be identical. Although parcel-specific designations for both maps must be identifiable, in cases such as the location of a proposed/future public facility, the plan may show the facility’s general location only.

Considering the fact that the Land Use Element serves as a framework for objectives, policies, and standards in all required General Plan topical chapters or Elements, Land Use contents and policy direction are related to Circulation, Housing, and the three other mandatory Elements (Natural Resources and Open Space, Noise, and Safety). Land Use is, however, most closely intertwined with the Circulation, Housing, and Safety chapters. There is a close tie to Circulation because a plan’s street network and related components must be consistent with and support the proposed Land Use development scenario. In relation to Housing, the Land Use Element establishes the residential use categories and development intensities that serve as the foundation for the Housing Element and its State-required, ambitious housing program (refer to the Housing Element and accompanying Housing Study for clarification). Moreover, the Land Use Element is related to the Safety Element in that the former must identify flood-prone areas, which is an important consideration and expanded upon in the latter chapter.

Much of the Land Use-related background information and facts and analysis of data for this Element appear in the Land Use Study, an all-inclusive compilation of Covina’s existing Land Use and development resources, characteristics, and issues. Though separate, the Study is legally part of the Land Use Element process. Most topics in this Element are referenced and detailed in the Study, a format that eliminates redundancies and facilitates Land Use Element implementation

by emphasizing and clarifying goals, objectives, policies, the Land Use Plan, and programs/implementation measures, the most important components. In other words, the two-document structure allows for this Element to focus on policy orientations and program directives, key portions that could be obscured if interspersed with too much background data and analysis. It is believed that this organization best addresses State and regional Land Use and development statutes, goals, and policies and local conditions and desires.

The entire contents of the Land Use Element are based on State planning law requirements (Section 65302(a) of the California Government Code) and the California Office of Planning and Research (OPR) General Plan Guidelines, an advisory document on General Plan preparation. Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their land use and development issues in a manner tailored to local conditions and circumstances. The Covina Land Use Element has therefore been prepared and, as previously stated, organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

The Covina Land Use Element is divided into eight chapters. Following this Background chapter, the second section presents an overview of Covina's existing land use issues, with a great deal of reference made to the underlying Study. The third area details the Land Use Element's primary goal and related objectives and policies, which, as implied above, bridge the gap between where the City is and what type of community it wishes to become. Section number four describes the Land Use Plan, which, again, serves as the foundation for this Element. The fifth chapter presents the programs/implementation measures, a key area that supplements and ensures fruition of the goal, objectives, policies, and Land Use Plan. Programs, like general policies and the Land Use Plan, thus guide planning and development decisions and actions. Sections six, seven, and eight conclude the Land Use Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Land Use Element implementation.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which indicates a strong, diversified, economic base. Although the community is almost entirely built-out, future development is expected to occur on remaining vacant as well as on underutilized properties. Covina is generally flat, though has a hilly enclave in the southeastern area (Covina Hills), and contains a historic downtown that is a key social and economic center of the community. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study for more information on location, character, and the Covina Planning Area.



## **II. OVERVIEW OF KEY EXISTING LAND USE ISSUES**

### **A. General**

This chapter lists the key Covina land use issues, which have been expanded on from Section “K” of the background Land Use Study. All issues have been ascertained by the City, based on Covina’s overall land use-related facts, trends, characteristics, and citizen input, and are important because they clarify key land use matters warranting attention. Issues also form the basis for the below-described goal, objectives, policies, the Land Use Plan, and programs/implementation measures. Refer to the Land Use Study for clarification on these issues and needs and for underlying data and information. (In addition, see the Housing Study and accompanying Element for an expanded listing on matters relating to housing.)

### **B. Key Existing Land Use Issues**

The land use issues are presented within the following five-topic framework:

1. The Type and Amount of Future Development and Redevelopment Activities.
2. Land Use Categories, Quantities, Standards, Distribution, and Compatibility.
3. Community Image and Appearance.
4. Economic and Social Conditions.
5. The Provision of Public Facilities and Services.

For each topic, the issues are listed in no particular order. It should also be noted that the issues and associated topics are not mutually exclusive.

#### **1. The Type and Amount of Future Development and Redevelopment Activities.**

- a. Accommodating growth and revitalization that is consistent with established land use patterns, revised General Plan and Zoning intensity and development standards and policies, and applicable provisions of any other City plans and that respect local and regional physical, infrastructure, service, and environmental constraints.
- b. Maintaining and/or accommodating the expansion of existing and accommodating new commercial and industrial businesses as a high priority for reasons pertaining to employment, sales tax generation, and related economic development benefits and City image enhancement.
- c. Encouraging the capturing of a greater variety of retail stores, shops, and restaurants to attract more patrons, generate more sales tax, and further improve the community’s image.
- d. Balancing the City’s obligation to provide more housing, within a policy and program framework that meets the intent of the regional “housing needs” accommodation process, with Covina’s need to maintain and bolster local economic development efforts in terms of attaining as high a jobs-to-housing ratio as feasible and as great a retail sales generation amount as possible.
- e. Paying particular attention to the special needs and character of the downtown through continuing ongoing revitalization activities, attaining a greater variety of retail businesses, establishing better links to the recently-opened Metrolink Commuter Train Station, and promoting mixed use development (including residential on top of commercial) within an “urban village” or livable cities context.

- f. Preserving buildings, resources, areas, and/or blocks that are architecturally and/or historically significant.
- g. Preserving existing parks and considering accommodating future park development and expansions.
- h. Promoting annexations on a planned rather than piecemeal basis as a means of facilitating development or establishing logical City boundaries and, where feasible and acceptable to the City, promoting changes to Covina's Sphere-of-Influence limits.
- i. Promoting lot consolidation in the development process, particularly pertaining to apartment/condominium or commercial complexes, as a means of facilitating building and zoning standard compliance.
- j. Restricting development of large, underutilized "R-1"-designated properties in single-family detached neighborhoods to single-family homes.
- k. Handling future closures of public or quasi-public facilities, such as schools and utility sites, from a development standpoint.
- l. Accommodating in the development process, to the greatest extent practical, applicable provisions of various Federal, State, and regional plans dealing with air pollution, traffic congestion, waste generation, polluted water runoff, and other environmental problems, with an emphasis on reducing single occupant vehicle trips.
- m. Recognizing the City's obligation to maintain and accommodate a variety of housing types for all economic segments.
- n. Acknowledging various physical, environmental, economic, market, and local policy constraints that will affect the City's ability to attain certain types and quantities of development, particularly lower income housing.

**2. Land Use Categories, Quantities, Standards, Distribution, and Compatibility.**

- a. Selecting an appropriate overall land use classification, particularly residential density and commercial and industrial intensity standards, that reflect existing and desired scales of development and community desires, that will preserve the predominantly low-rise, low-to-medium density/intensity character of Covina's neighborhoods, and that will allow for moderate future growth.
- b. Maintaining the present general amount, distribution, and intensity of residential, commercial, and industrial uses so that existing and future residents, workers, and shoppers are adequately served and so that housing and economic development obligations are best considered.
- c. Ensuring that future, major land use changes are carefully scrutinized based on a variety of germane factors.
- d. Ensuring that future projects adhere to all applicable development and use standards to maintain individual health, safety, and welfare and to guarantee implementation of long-term General Plan goals, objectives, and policies and applicable regional planning mandates.
- e. For economic development, community reputation and image maintenance and enhancement, and other reasons, continuing to accommodate new and expanded commercial and industrial

developments in an appropriate manner, particularly ones that do not unreasonably physically or environmentally encroach onto residential neighborhoods.

- f. Monitoring and, if possible, best exploiting land use, traffic, and circulation impacts associated with the recently opened Metrolink Commuter Train Station, particularly in relation to the downtown.
- g. Dealing with residential blocks in transition from old, single-family homes to medium or high density developments.
- h. Dealing with existing illogical or peculiar land use arrangements, such as “isolated” apartments, condominiums, and commercial properties.
- i. Handling land use conflicts/problems in County areas.
- j. Dealing with and eliminating existing use and development standard inconsistencies between the Zoning Ordinance and the previous General Plan.
- k. Dealing with existing nonconforming uses, such as old dwelling units in commercial and industrial areas.
- l. Dealing with new residential uses and density proposals, such as granny flats/second units, mixed use complexes (residential and commercial, generally pertaining to the downtown and linked to existing revitalization activities and the Metrolink Commuter Train Station), and projects built with State-defined density bonuses.
- m. Accommodating sufficient land use quantities for the preservation and development of lower and moderate income housing.
- n. In accordance with State law, accommodating in single-family detached residential areas various small-scale uses, such as child day care centers and group homes.
- o. Designating appropriate areas to accommodate miscellaneous State-mandated facilities, such as hazardous waste disposal sites and homeless shelters.
- p. Protecting residents and the local environment from potentially adverse impacts associated with industrial operations.
- q. Handling future closures of public or quasi-public facilities, such as schools or utility sites, from development and land use compatibility standpoints.
- r. Handling potentially negative incursions from projects in adjoining jurisdictions.
- s. Protecting single-family detached neighborhoods from perceived medium- and high-density residential and nonresidential encroachments.

### **3. Community Image and Appearance**

- a. Maintaining the current general distribution and intensity of established land uses and maintaining and strengthening Covina’s abundance and mix of commercial and industrial businesses, particularly high sales tax and employment and/or vibrant retail activities.
- b. Preserving the predominantly low-rise, low to medium intensity character of Covina’s residential neighborhoods and commercial districts.

- c. Dealing with the rising incidence of deteriorating and dilapidated residential properties, particularly aging apartments, and illegally constructed dwelling units, through effective housing-related code enforcement measures and procedures.
- d. Dealing with the rising incidence of deteriorating and unkempt commercial and industrial properties through effective general code enforcement measures and procedures.
- e. Dealing with graffiti through a successful clean-up program.
- f. Enhancing the quality of life and safety for Covina residents, workers, shoppers, and others by enforcing all Zoning and Building Code standards and Design Guidelines provisions to ensure, among other things, architectural and site design efficiency and structural adequacy.
- g. Maintaining the attractiveness and condition of all streets and other public improvements and public landscaping.
- h. Preserving the sensitive environmental resources and the rural, low density character of the Covina Hills area.
- i. Protecting single-family detached neighborhoods from perceived or actual medium- and high-density residential and non-residential encroachments.
- j. Preserving buildings, resources, areas, and/or blocks that are architecturally and/or historically significant.
- k. Preserving locally-determined significant public and private streets.
- l. Ensuring that any State-mandated facilities, particularly hazardous waste disposal sites, are situated and sufficiently buffered such that public health and safety are not impaired.

**4. Economic and Social Conditions.**

- a. Focusing on economic development, in terms of maintaining and, where possible, expanding existing and attracting new commercial businesses, particularly viable retail activities, for sales tax generation and employment as well as City name recognition purposes.
- b. Achieving a land use plan and accompanying standards that afford the City with maximum fiscal benefits and that best represent existing and desired conditions and best provide for moderate growth.
- c. Focusing on the downtown as a key economic and social center of Covina and, accordingly, continuing with ongoing public and private revitalization activities, better linking the district to the new Metrolink Commuter Train Station, and exploring mixed use activities that incorporate pedestrian-friendly, vehicular trip-reducing livable cities concepts.
- d. Dealing with changing demographic, social, and economic trends as well as market demand factors that lead to housing problems, such as lower income rent overpayment, overcrowding, illegally constructed dwelling units, and property maintenance insufficiencies, and that lead to changing household formations.
- e. Dealing with the City's obligation to preserve and create lower and moderate income housing.
- f. Striving to maintain/permit moderate growth in an era of rising land values and concomitant land use intensification pressures.

- g. Balancing the City's obligation to provide more housing with the need to maintain and bolster economic development efforts, such as commercial and industrial preservation and expansion.
- h. Dealing with rising crime and gang activity problems to diminish their potential negative impacts on Covina.

**5. The Provision of Public Facilities and Services.**

- a. Accommodating future growth with an adequate and functional street system, particularly from the standpoint of addressing existing design and capacity deficiencies.
- b. Accommodating future growth with adequate general public facilities, such as water mains, parks, and schools.
- c. Providing new and improved City-administered infrastructure through cost-effective approaches.
- d. Dealing with Covina's existing park/open space deficiency and deciding whether and, if so, how future park expansion and development should be pursued, where future parks and park expansions should be located, and how big they should be.
- e. Accommodating future growth with adequate City services, particularly public safety.
- f. Exploring new funding sources for financing infrastructure/public facility improvements.



PICTURE 1. VIEW OF GRAND AVENUE, LOOKING SOUTH FROM NEAR SAN BERNARDINO ROAD. GRAND AVENUE IS A MAJOR NORTH-SOUTH RUNNING STREET THAT SUPPORTS LAND USE ACTIVITIES.



PICTURE 2. FRONT ENTRANCE TO COVINA CITY HALL. CITY HALL IS LOCATED IN DOWNTOWN COVINA, A PRIMARY PHYSICAL, SOCIAL, AND ECONOMIC CENTER OF THE COMMUNITY.

### **III. GOAL, OBJECTIVES, AND POLICIES**

#### **A. General**

As stated in the Introduction above, the land use goal and the objectives and policies of this key General Plan chapter are particularly important because, along with the below-presented Land Use Plan and programs/implementation measures, they serve a central direction-setting function concerning and as the chief tools with respect to evaluating and making decisions and conducting actions on all land use and development matters. The goal, objectives, and policies, again as previously indicated, are based on the community's key land use issues (listed in the previous chapter) and on a detailed description and assessment of Covina's land use features and conditions (presented in the accompanying Land Use Study), which were both identified by City staff and ascertained through public comment. In theory, then, the three terms (as well as the Land Use Plan and programs/implementation measures) bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. An objective, on the other hand, is similar to a goal but more specific in focus. Several objectives generally "branch off" or clarify the state or direction to which the goal leads. Lastly, a policy is a statement that is based on one or more objectives and most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

#### **B. Goal, Objectives, and Policies**

In applying the three terms to Covina, one goal and five objectives, covering various areas pertaining to land use, are utilized as the overall framework. Each objective is expanded upon with several policies. The goal is:

A physical environment that provides for the housing, employment, business, service, recreational, social, educational, cultural, and entertainment needs of and maintains and enhances a high quality of life for its residents.

The remainder of this chapter is devoted to the objectives and policies, which, it should be noted, are listed in no particular order. The five land use objectives are:

1. A climate where moderate residential, commercial, and industrial development and redevelopment are accommodated.
2. An adequate amount and distribution of and compatibility of adjacent land uses throughout the community.
3. A community that is attractive and maintains a good image and small-town atmosphere.
4. Economic and social vitality in all areas of the community.
5. The provision of sufficient public facilities and services.

The objectives are not mutually exclusive, and, therefore, several policies from different groupings are similar or identical. This is particularly common pertaining to the first two objectives, which are closely intertwined. Areas "A" and "B" also are divided according to residential, commercial,

and industrial uses to facilitate implementation. It should be stated that the goal, objectives, and policies are applied on a citywide basis, unless expressly stated otherwise.

**C. Objective 1**

**A climate where moderate residential, commercial, and industrial development and redevelopment are accommodated.**

**1. General Land Use**

**a. Policies**

The City shall:

- 1) Ensure that the type, location, and intensity of all new and intensified developments adhere to the requirements and standards specified for their particular land use categories and the rest of the General Plan, Zoning, plus any other applicable plans or programs, except where community goals, objectives, and policies are best furthered.
- 2) Ensure that major land use change proposals, particularly those regarding vacated schools, utility sites, and other institutional surplus properties, carefully consider many factors, including, but not limited to:
  - a) Land use impacts, on both neighborhood and citywide levels.
  - b) Street capacity, public facilities, and other infrastructure impacts.
  - c) Effects on the local circulation, public transportation, and regional circulation/transportation networks.
  - d) The local economy.
  - e) The provision of services and utilities.
  - f) All relevant environmental and physical constraints and resources.
  - g) Covina's image and character.
  - h) The quality of life for Covina residents, workers, shoppers, and others.
- 3) Regard the maintenance and, where appropriate, expansion of commercial and industrial uses as a high priority for reasons pertaining to employment, sales tax generation, and related economic development spillover effects.
- 4) Accommodate growth that adequately serves existing and future residents, workers, shoppers, and others while protecting their health, safety, and welfare.
- 5) Accommodate growth that is consistent with current general land use patterns, that maintains existing relative land use quantities, and that respects physical and environmental resources and constraints.
- 6) Facilitate, through Zoning provisions and applicable procedures, infill development, development of now-underutilized or vacant parcels, and, where necessary, redevelopment of deteriorating



properties, particularly for housing creation and rehabilitation and economic development purposes.

- 7) Require that new or expanded commercial, industrial, and medium- to high-density residential projects, when adjacent to single-family residences, hospitals, nursing homes, schools, day care centers, and other sensitive uses, incorporate sufficient physical and visual buffers to ensure compatibility. Such buffers shall include, but not be limited to, building setback and architecture, landscaping, walls, and other physical and aesthetic elements and shall adequately protect the single family residences or sensitive uses from noise, light, trash, vehicular traffic, and other visual and environmental disturbances.
- 8) Discourage illogical, conflicting, or peculiar land use arrangements or land use configurations or uses that could lead to blight and deterioration or induce unlawful or criminal activity, and discourage the excessive continuation of “major” nonconforming uses.
- 9) Provide for the continuation of existing and development of new or expanded public streets and facilities, storm drains and other infrastructure, parking amenities, and utilities to support the City’s land uses and meet all needs.
- 10) Preserve the predominantly low-rise, low- to medium-intensity character of Covina’s residential neighborhoods and commercial and industrial districts.
- 11) Regard the preservation of and protection of single-family detached areas as a high priority.
- 12) Preserve all existing parks and open space from conversion to other uses and from incompatible encroachments.
- 13) Be receptive to special residential, commercial, or industrial development applications that would add to the community’s vitality by providing a particular type of needed housing, a well-recognized business or store, or a high sales-tax generating or job-providing operation.
- 14) Require that future growth, infill, and revitalization activities be consistent with City-adopted positions, policies, and programs regarding regional planning and growth management matters—such as air quality attainment, recycling, hazardous waste management, trip reduction, congestion management, stormwater runoff, water quality, housing, transportation, and circulation.
- 15) Monitor land use, traffic, and circulation pressures associated with the Metrolink Commuter Train Station near the downtown and best capitalize on potentially beneficial impacts by adopting strategies such as an “urban village” or livable cities concept, incorporating mixed uses (like residential on top of commercial), sufficient businesses, and attractive and functional public and private improvements.
- 16) Understand and address future land use intensification pressures resulting from population growth, increasing property values, increasing foreign investment, market demand, changing consumer habits, and other factors.
- 17) Maintain consistency between the Land Use Element and implementation mechanisms including, but not limited to, the Zoning and Subdivision Ordinances, the Design Guidelines, and the Capital Improvement Program.
- 18) Study and comment on major developments in adjacent jurisdictions and in the County that could generate land use pressures, traffic increases, and other impacts in Covina. Where feasible and reasonable, Covina should encourage General Plan consistency with the portions of adjoining jurisdictions that abut the City’s Planning Area.

- 19) Whenever possible, promote annexations on a planned rather than piecemeal basis by encouraging the filing of multi-property annexation requests. Action should be taken when appropriate General Plan Amendments, rezoning, and environmental review have been performed.
- 20) Encourage LAFCO to adjust Sphere of Influence lines when natural landforms, transportation routes, and/or locational factors make Covina an appropriate provider of public services for any non-Sphere area.
- 21) Enforce all Zoning, Design Guidelines, and related City Code provisions and Code Enforcement procedures and practices, except where community goals, objectives, and policies are best furthered, to maintain individual health, safety, and welfare.
- 22) Capture all potential benefits resulting from the Metrolink Commuter Train Station, downtown revitalization, Azusa Avenue beautification, and other major programs/efforts.
- 23) Identify and encourage the retention and preservation of significant architectural, historical, and/or cultural resources, such as the Adams Park residential neighborhood (just west of Covina Park).
- 24) Balance the City's obligation to provide more housing with the need to maintain and bolster local economic development efforts in terms of attaining as high a jobs-to-housing ratio as feasible and as great a retail sales tax generation amount as possible.
- 25) Utilize Zoning's Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) as a vehicle for attaining spatially compatible, attractive, functional, and innovative projects, thus facilitating residential and non-residential development and General Plan implementation.
- 26) Continue requiring developers to mitigate development impacts in the form of street improvements and public dedications as well as other reasonable requirements.
- 27) Address its park/open space deficiency and attempt to mitigate the problem to the greatest extent possible.
- 28) Evaluate the potential land use impacts of any newly identified sensitive environmental or geologic resources, particularly new earthquake faults or areas subject to flooding.
- 29) Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure changes or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential land use and related impacts.

## **2. Residential**

### **a. Policies**

The City shall:

- 1) Permit development at density ranges and quantities that reflect existing and desired scales of building construction and revitalization in the community, as well as physical and environmental constraints, that address the intent of regional housing obligations, that will allow for moderate future growth, and that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, adequate community services, and utilities.
- 2) Develop, based on #1 above, maximum future net densities as follows: low, 6.0 dwelling units per acre; medium, 14.0 dwelling units per acre; and high, 22.0 dwelling units per acre. (Net



PICTURE 3. NEWER SINGLE-FAMILY DETACHED HOUSES, AT SUNFLOWER AVENUE AND COVINA BOULEVARD. LAND USE ELEMENT POLICY ENCOURAGES THIS TYPE OF DEVELOPMENT ON REMAINING VACANT PROPERTIES AND SURPLUS INSTITUTIONAL LANDS.



PICTURE 4. TYPICAL OLD AND NEW HOUSING IN DOWNTOWN, NEAR CITRUS AVENUE AND BADILLO STREET. THE GENERAL PLAN SUPPORTS THE CONSTRUCTION OF MULTIPLE-FAMILY COMPLEXES ON UNDERUTILIZED, OLDER SINGLE-FAMILY LOTS, WHERE PERMITTED.



PICTURE 5. AMC 30-PLEX MOVIE THEATRE AT COVINA TOWN SQUARE SHOPPING CENTER, AT AZUSA AVENUE AND ARROW HIGHWAY. THE USE EXEMPLIFIES THE TYPE OF VIBRANT COMMERCIAL REDEVELOPMENT ACTIVITY THAT THE LAND USE ELEMENT SEEKS TO FOSTER.



PICTURE 6. ARROW-GRAND BUSINESS PARK, NEAR GRAND AVENUE AND ARROW HIGHWAY. LIGHT MANUFACTURING ACTIVITIES SUCH AS THOSE SITUATED IN THE BUSINESS PARK ARE AND WILL CONTINUE TO BE IMPORTANT FOR THE LOCAL ECONOMY AND OVERALL COMMUNITY WELFARE.

density means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

- 3) Accommodate various new and rehabilitated housing types, such as single-family detached houses, apartments, and condominiums/townhouses, for a variety of existing and future economic segments, including lower and moderate income households, at quantities that address the intent of State and regional/SCAG housing statutes and policies as well as meet Covina Redevelopment Agency affordable housing targets and that do not adversely affect the integrity of established residential areas.
- 4) Preserve the predominantly low-rise, low- to medium-density character of Covina's neighborhoods.
- 5) Protect, to the greatest extent possible, single-family detached neighborhoods from incompatible encroachments.
- 6) Ensure that the overall amount, locations, and timing of development reflect community desires and needs as well as physical and environmental constraints and will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.
- 7) Preserve the very low density character and sensitive environmental resources of Covina Hills by minimizing future grading, limiting development around Walnut Creek, maintaining large-lot, low density residential as the primary permitted use type, and following the City's hillside and related standards and provisions.
- 8) Encourage the construction of owner-occupied housing.
- 9) Encourage that medium- to high-density complexes be developed in appropriately designated areas and replace old, deteriorating residential structures.
- 10) Whenever possible, encourage lot consolidation for apartment, condominium, and townhouse parcels, particularly substandard properties, as a means of facilitating Zoning and Design Guidelines compliance.
- 11) Permit only single-family detached residences to be developed on large, underutilized single-family or "R-1"-designated parcels, in single-family detached neighborhoods, to ensure land use compatibility.
- 12) Permit second units or "granny flats" on single-family lots and State-defined density bonuses and projects built with the City-defined "two for one" dwelling unit provision on medium- and high-density parcels as a vehicle for enhancing the supply of affordable housing.
- 13) Accommodate in single-family neighborhoods small child care centers, small group homes, and other uses that are mandated by the State and required to address changing social and societal needs.
- 14) Require, except where community goals, objectives, and policies are best furthered, that both new and remodeled residential developments comply with Zoning and other standards, incorporate adequate amenities, and achieve a high level of architectural and site design quality to ensure a high quality of life for local residents and to ensure long-term building maintenance and viability.
- 15) Encourage that residential developments incorporate areas or facilities to accommodate State- and regional agency-mandated environmental programs, including, but not limited to, on-site



storage areas for collecting recyclable materials and telecommuting rooms.

- 16) Ensure, where applicable, that State noise insulation standards are implemented.
- 17) Where appropriate, consider evaluating the presence and/or effect of electro-magnetic fields relating to land uses within close proximity to electric transmission lines/transformers.
- 18) Encourage the maintenance of and, where necessary, the improvement of the physical and aesthetic condition of all buildings in all areas.
- 19) Rehabilitate deteriorating residential neighborhoods, where necessary, such as through the City's proposed Neighborhood Preservation and other ongoing programs.
- 20) Acknowledge and monitor sites identified in the Housing Element as potentially suitable for affordable housing, in accordance with the regional housing needs accommodation process.

### **3. Commercial and Industrial**

#### **a. Policies**

The City shall:

- 1) Permit development at intensity ranges, site locations, and quantities that reflect existing and desired scales of building construction and revitalization in the community, as well as physical and environmental constraints, that will allow for moderate future growth, and that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, adequate community services, and utilities.
- 2) Develop, based on #1 above, maximum future net intensities (floor area ratios) as follows: general commercial, 1.5; town center (downtown area), 2.5; and industrial, 2.0. (Net intensity means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.
- 3) Preserve the predominantly low-rise, low- to medium-intensity character of Covina's commercial and industrial districts and corridors.
- 4) Maintain its variety of functional commercial office, retail, and service businesses for reasons pertaining to employment, sales tax generation, community image enhancement, and jobs-to-housing ratio maximization.
- 5) Maintain its variety and abundance of viable, small- to medium-size industrial/light manufacturing, processing, assembling, wholesaling, and related operations for reasons pertaining to employment, community image enhancement, and jobs-to-housing ratio maximization.
- 6) Prohibit "heavy" or industrial-intensive operations and protect residents and the local environment from potentially adverse impacts associated with industrial operations.
- 7) Accommodate new and expanded commercial and industrial developments, for community economic betterment and image enhancement and related reasons, in a fashion that neither adversely affects the integrity of established commercial and/or industrial areas nor unreasonably encroaches into residential neighborhoods and that does not impose an undue burden on local infrastructure or services.

- 8) Accommodate new and expanded commercial and industrial developments in a manner that considers various Federal, State, and/or regional planning measures to reduce traffic congestion, air pollution, waste generation, polluted water runoff, and other problems.
- 9) Ensure that the overall amount, locations, and timing of development reflect community desires and needs as well as physical and environmental constraints and will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.
- 10) Pay particular attention to the special needs and character of the downtown, continue appropriate economic revitalization, physical enhancement, and use refinement activities that will attain a greater variety of retail businesses, attract more people, and generate more sales tax and overall vitality, and consider incorporating mixed uses within an "urban village" or livable cities concept, including residential on top of commercial, to bolster social and economic activity, to best exploit Metrolink Commuter Train Station proximity, to provide needed housing, and to reduce vehicular trips.
- 11) Accommodate new or expanded institutional uses, such as hospitals, medical clinics, nursing homes, congregate care facilities, and churches, to meet existing and future needs, providing compatibility with adjacent land uses can be achieved.
- 12) Maintain new and expanded commercial and industrial uses at areas where they now exist, which are along and around major streets, at larger intersections, in appropriate "pockets," and in particular complexes.
- 13) Encourage the capturing of a greater variety of retail businesses, including stores, shops, and restaurants, so as to attract more patrons, generate more sales tax, and improve the community's image.
- 14) Whenever possible, encourage lot consolidation, particularly regarding substandard properties, as a means of facilitating Zoning and Design Guidelines compliance.
- 15) Require that new and remodeled/expanded commercial and industrial structures comply with Zoning, Design Guidelines, and other standards and incorporate adequate amenities that contribute to a high quality of life for workers and patrons, except in appropriate cases, such as PCD (Planned Community Development) overlay district application, where community goals, objectives, and policies are best furthered.
- 16) Ensure that all commercial and industrial properties are physically, functionally, and aesthetically maintained, and, if necessary, rehabilitated through the City's proposed Neighborhood Preservation or other ongoing programs.
- 17) Encourage the revitalization or upgrading of deteriorating commercial and industrial structures through City, Redevelopment Agency, private development, and/or other efforts.
- 18) Develop a Town Center/Downtown Specific Plan to provide the City with a viable, comprehensive blueprint for making land use, traffic, parking, and redevelopment decisions in light of the district's unique features, uses, and infrastructure, historic resources, and circulation network.

#### **4. Other Uses**

##### **a. Policies**

The City shall:

- 1) Attempt to preserve areas of outstanding scenic, historic, and/or cultural value in a reasonable fashion.

- 2) Preserve existing parklands and discourage possibly incompatible land uses or inappropriate encroachments upon parks and open space resources.
- 3) Consider developing additional parks of all types and sizes at various areas, with an emphasis placed on locating new facilities in the eastern and western portions of the City and in neighborhoods in and around medium- to high-density developments.
- 4) Consider preparing and implementing financial mechanisms to develop additional parklands, targeting future and/or existing residents.
- 5) Ensure that recreational areas and open space in large residential and nonresidential developments are ample in terms of quantity and location, and, where feasible and practical, accessible to the general public.
- 6) Ensure that school sites and educational facilities are adequate in number, type, and location for existing and future populations.
- 7) When feasible, cooperate with owners of schools, utility facilities, governmental agency properties, and other uses that are outside of City land use control and monitor their major redevelopment activities.
- 8) Ensure that hazardous waste and similar facilities are located in appropriate industrial areas and operated in a manner that maximizes public safety.

**D. Objective 2**

**An adequate amount and distribution of and compatibility of adjacent land uses throughout the community.**

**1. General Land Use**

**a. Policies**

The City shall:

- 1) Ensure that all developments adhere to the requirements and standards specified for their particular land use categories and the rest of the General Plan plus any other applicable plans or programs, except where community goals, objectives, and policies are best furthered.
- 2) Maintain the general amount, distribution, and intensity of residential, commercial, and industrial uses so as to adequately serve existing and future residents, workers, shoppers, and others.
- 3) Regard the maintenance and, where appropriate, expansion of commercial and industrial uses as a high priority for reasons pertaining to employment, sales tax generation, and related economic development spillover effects, as well as community image enhancement.
- 4) Maintain an adequate amount of and distribution of public and quasi-public facilities.
- 5) Ensure that major land use change proposals, particularly those regarding vacated schools, utility sites, and other institutional surplus properties, carefully consider many factors, including, but not limited to:
  - a) Land use impacts, on both neighborhood and citywide levels.



- b) Street capacity, public facilities, and other infrastructure impacts.
  - c) Effects on the local circulation, public transportation, and regional transportation networks.
  - d) The local economy.
  - e) The provision of services and utilities.
  - f) All relevant environmental and physical constraints and resources.
  - g) Covina's image and character.
  - h) The quality of life for Covina residents, workers, shoppers, and others.
- 6) Require that parcels developed for commercial or industrial uses, when abutting residential properties, incorporate buffers that adequately protect the residential properties from noise, light, trash, visual and environmental disturbances, vehicular traffic, and other factors. Such buffers shall include, but are not limited to, building setback and architecture, landscaping, walls, and other physical and aesthetic features.
  - 7) Provide for the continuation of existing and development of new or expanded public streets and facilities, storm drains and other infrastructure, parking amenities, and utilities to support the City's land uses and meet all needs.
  - 8) Monitor land use, traffic, and circulation pressures associated with the Metrolink Commuter Train Station in and near the downtown and best capitalize on potentially beneficial impacts by adopting strategies such as an "urban village" or livable cities concept, incorporating mixed uses (like residential on top of commercial), sufficient businesses, and attractive and functional public and private improvements.
  - 9) Discourage illogical or peculiar land use arrangements or land use configurations that could lead to blight or physical and/or visual conflicts or that could induce unlawful or criminal activity.
  - 10) Achieve General Plan and Zoning Ordinance consistency in all areas and make properties nonconforming, as necessary.
  - 11) Where necessary and/or appropriate, consider abatement of Zoning Ordinance-defined major or "detrimental" nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas) to promote land use compatibility, physical betterment, and/or economic development, and maintain or improve those Zoning Ordinance-defined minor or "nondetrimental" nonconforming residential properties (i.e., those that generally are in established residential areas) to preserve affordable housing units.
  - 12) As a means of facilitating General Plan implementation, eliminate the application of two land use and zoning designations on single parcels, such as along East San Bernardino Road.
  - 13) Permit mixed uses (residential and commercial) in appropriate areas in the downtown and, if possible, elsewhere, in a manner consistent with special, applicable standards, to provide needed housing in an alternative setting and to complement districtwide physical and economic revitalization activities.
  - 14) Where feasible, encourage annexations as a means of potentially mitigating land use conflicts, preferably on a multi-lot or comprehensive, as opposed to piecemeal, basis.

- 15) Monitor and, when warranted, comment on land use proposals in neighboring cities and in Los Angeles County territory that could potentially adversely impact Covina.
- 16) Enforce all Zoning, Design Guidelines, and related City Code provisions and Code Enforcement procedures and practices, except where community goals, objectives, and policies are best furthered, to maintain individual health, safety, and welfare.
- 17) Identify and encourage the retention and preservation of significant architectural, historical, and/or cultural resources.
- 18) Ensure that the City's pattern, scale, and design of land uses promote individual health, safety, and welfare.
- 19) Revise the Covina Zoning Ordinance, Design Guidelines, and related implementation tools to reflect General Plan changes, to make uses nonconforming, as necessary, and to amortize and/or reclassify all existing "major" nonconforming uses and signs.
- 20) Designate appropriate areas to accommodate miscellaneous State-mandated facilities, such as hazardous waste disposal sites and homeless shelters.
- 21) Be receptive to special residential, commercial, or industrial development applications that would add to the community's vitality by providing a particular type of needed housing, a well-recognized business or store, or a high sales-tax generating or job-providing operation.
- 22) Evaluate the potential land use impacts of any newly identified sensitive environmental or geologic resources, particularly new earthquake faults or areas subject to flooding.
- 23) Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure changes or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential land use and related impacts.

## **2. Residential**

### **a. Policies**

The City shall:

- 1) Encourage the maintenance and preservation of the physical and aesthetic condition of all buildings in all neighborhoods.
- 2) Rehabilitate deteriorating residential neighborhoods, where necessary, such as through the City's proposed Neighborhood Preservation and other ongoing programs.
- 3) Preserve the predominantly low-rise, low- to medium-density character of Covina's neighborhoods.
- 4) Accommodate various new housing types, including apartments built with density bonuses, "granny flats" or second units, and mixed use complexes, in a fashion that does not adversely affect the integrity of established residential areas and at numbers that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.
- 5) Protect, to the greatest extent possible, single-family detached neighborhoods from incompatible encroachments, including medium- and high-density developments and nonresidential buildings.



PICTURE 7. VIEW OF CITRUS AVENUE AND SURROUNDING DEVELOPMENT, LOOKING NORTH FROM ROWLAND STREET. THIS STRETCH OF CITRUS IS ONE OF SEVERAL COMMERCIAL AREAS THAT THE LAND USE ELEMENT CALLS FOR PRESERVING.



PICTURE 8. NEWER APARTMENT COMPLEX, ON SUNFLOWER AVENUE JUST SOUTH OF CIENEGA STREET. THE APARTMENTS WERE BUILT IN AN ESTABLISHED MULTIPLE-FAMILY DISTRICT AND UNDERScore LAND USE COMPATIBLE DEVELOPMENT, A KEY POLICY ORIENTATION OF THE GENERAL PLAN.



PICTURE 9. BORDER AREA BETWEEN RESIDENTIAL AND COMMERCIAL ACTIVITIES, NEAR CITRUS AVENUE AND ARROW HIGHWAY. THE PICTURE ILLUSTRATES A SMOOTH TRANSITION OF USES OF DIFFERING TYPES THROUGH THE APPLICATION OF PROPER DESIGN PRINCIPLES.



PICTURE 10. DIFFERING CONTIGUOUS USES ALONG GRAND AVENUE, LOOKING SOUTH FROM COVINA BOULEVARD (UNINCORPORATED SECTION). THE REVISED GENERAL PLAN AIMS TO AVOID CONFLICTING LAND USE ARRANGEMENTS, AS SHOWN ABOVE, IN DEVELOPMENT AND REDEVELOPMENT ACTIVITIES.

- 6) Orient medium- and high-density uses, such as apartments, condominiums, townhomes, and mobile home parks, in and/or around the downtown and in areas where such developments now exist.
- 7) Preserve the very low density, rural character, and sensitive environmental resources of Covina Hills by minimizing future grading, limiting development around Walnut Creek, maintaining large-lot, low density residential as the primary permitted use type, and following the City's hillside and other standards and provisions.
- 8) Ensure, where applicable, that State noise insulation standards are fully implemented.
- 9) Accommodate the recycling/redevelopment of old, deteriorating residential structures into new complexes.
- 10) Permit second units or "granny flats," small day care centers, and small group homes in single-family detached neighborhoods to comply with State laws and to acknowledge changing social needs.
- 11) Consider mixed uses in and, if appropriate, around the downtown as a means of obtaining needed housing and reducing trips and exploiting Metrolink Commuter Train Station proximity and redevelopment/ revitalization activities.
- 12) Accommodate telecommuting facilities and other uses and facilities in any residential area that warrant inclusion because of changing environmental factors and regional concerns.
- 13) Encourage the construction of owner-occupied housing.
- 14) Allocate sufficient land use quantities, with adequate zoning, for the preservation and development of lower and moderate income housing.
- 15) Where appropriate, consider evaluating the presence and/or effect of electro-magnetic fields relating to land uses within close proximity to electric transmission lines/transformers.
- 16) Permit only single-family detached residences to be developed on large, underutilized single-family or "R-1"-designated parcels, in single-family detached neighborhoods, to ensure land use compatibility.
- 17) Adopt and implement density ranges that reflect existing and desired scales of development in the community, that allow for moderate future growth, that address the intent of regional housing obligations, and that will not inhibit the City's ability to meet street capacities and to provide other infrastructure, utilities, and adequate community services.
- 18) Develop, based on #17 above, maximum future net residential densities as follows: low, 6.0 dwelling units per net acre; medium, 14.0 dwelling units per net acre; and high, 22.0 dwelling units per net acre. (Net density means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

### **3. Commercial and Industrial**

#### **a. Policies**

The City shall:

- 1) Encourage the physical, functional, and aesthetic maintenance and, where necessary, rehabilitation

of all commercial and industrial buildings, including possible application of City Neighborhood Preservation Program and/or Code Enforcement efforts, and, where needed, the revitalization of deteriorating commercial and industrial properties through Redevelopment Agency, private, and/or other efforts.

- 2) Preserve the predominantly low-rise, low- to medium-intensity character of Covina's commercial and industrial districts and corridors, though allow slightly higher intensities in the downtown and along various portions of major streets.
- 3) Accommodate new and expanded commercial and industrial developments in a fashion that neither adversely affects the integrity of established commercial and/or industrial areas nor unreasonably encroaches into residential neighborhoods nor imposes an undue burden on local services or infrastructure.
- 4) Regard as a high priority preserving the amount and distribution of commercial and industrial land uses for reasons pertaining to employment, sales tax generation, and related/spillover economic development benefits.
- 5) Maintain its variety of functional commercial office, retail, and service businesses, and, whenever possible, seek to expand the amount and mix of businesses to attract more shoppers/customers/patrons and to increase sales tax.
- 6) Maintain a variety of small- to medium-size industrial/light manufacturing, processing, and wholesaling operations; prohibit "heavy" or industrial-intensive operations.
- 7) Protect residents and the local environment from potentially adverse impacts associated with industrial operations.
- 8) Maintain new and expanded commercial and industrial uses generally at areas where they now prevail—along and around major streets, at larger intersections, and in appropriate "pockets" or complexes.
- 9) Pay particular attention to the special needs and character of the downtown and continue appropriate economic revitalization and physical enhancement activities.
- 10) Accommodate, where appropriate, activities in commercial and industrial uses that warrant inclusion because of changing social or environmental factors. Such activities include on-site child care operations, recycling and telecommuting facilities, and buildings accommodating modes of travel other than the car.
- 11) Accommodate new or expanded institutional uses, such as hospitals, medical clinics, nursing homes, congregate care facilities, and churches, providing compatibility with adjacent land uses can be achieved.
- 12) Develop intensity maximums that reflect existing and desired scales of development in the community, that allow for moderate future growth and expansion, and that will not inhibit the City's ability to provide street capacity and other infrastructure, utilities, and community services.
- 13) Develop, based on #9 above, maximum future net intensities (floor area ratios) as follows: general commercial, 1.5; town center (downtown area), 2.5; and industrial, 2.0. (Net intensity means private property after any right-of-way dedication, or exclusive of sidewalks and streets.) The above standards shall be followed, except where community goals, objectives, and policies are best furthered.

#### **4. Other Uses**

**a. Policies**

The City shall:

- 1) Preserve existing parklands and open space resources and discourage possibly incompatible land uses or inappropriate encroachments onto parks and related uses.
- 2) Consider creating and implementing financial mechanisms to develop additional parks of all types and sizes at various areas, with an emphasis placed in locating new facilities in the eastern and western portions of the City and in neighborhoods in and around medium- to high-density developments.
- 3) Indicate, if appropriate and beneficial to the community, future park site locations on the Land Use Map.
- 4) Ensure that school sites and educational facilities are adequate in number, type, and location as well as site design and appearance for existing and future populations and, to the greatest extent possible, meet applicable City codes and standards.
- 5) Cooperate with owners of schools, utility facilities, governmental agency properties, and other uses that are outside of City land use control, monitor for any proposed development or redevelopment activities thereof, and attempt to ensure that proposals will further City goals, policies, standards, and desires.
- 6) Ensure that hazardous waste and similar facilities are located in appropriate industrial areas and operated in a manner that maximizes public safety.

**E. Objective 3**

**A community that is attractive and maintains a good image and small-town atmosphere.**

**1. Policies**

The City shall:

- a. Achieve land use arrangements that provide for adequate separation and physical and visual buffers between land uses characterized by different functions, intensities, and/or densities to ensure their compatibility and to avoid conflicts.
- b. Identify, mitigate, and, where possible, eliminate major conflicting and peculiar land use situations and uses, particularly those that could lead to blight or criminal or unlawful activities.
- c. Ensure that the type, location, and intensity of new and redeveloped projects adhere to the requirements and standards for their particular land use categories and the rest of the General Plan plus any other applicable plans or programs, except where community goals, objectives, and policies are best furthered, thereby promoting individual safety and best serving existing and future residents, workers, shoppers, and others, except in appropriate cases, such as affordable housing construction.
- d. Maintain the current citywide general land use distribution and relative proportions of low-density residential, medium- to high-density residential, commercial, and industrial uses.
- e. Preserve the predominantly low-rise, low- to medium-intensity character of Covina's residential



neighborhoods and commercial and industrial districts.

- f. Fully implement and enforce all City Zoning standards, particularly acceptable nonconforming amortization provisions, except where community goals, objectives, and policies are best furthered, as well as the Subdivision and Building Codes.
- g. Continue using Community Development Block Grant, Redevelopment Set-Aside, Neighborhood Preservation, and other funding sources outlined in the Housing Element to finance lower and moderate income housing rehabilitation and preservation, thus improving the appearance and vitality of deteriorating residential structures and neighborhoods.
- h. Continue implementing and, where appropriate, expanding the boundaries of existing redevelopment plans, particularly in the downtown, and utilizing other programs and resources to reduce blight and improve the appearance and economic and spiritual vitality of various deteriorating areas or buildings.
- i. Maintain a strong, citywide housing-related code enforcement program as a key mechanism for abating deteriorating and/or blighted residential properties, particularly aging apartments and houses, eliminating illegally constructed dwelling units, and ensuring neighborhood attractiveness and stability by fully implementing Covina's Property Maintenance, Abatement of Real Property Nuisances, and related ordinances and by providing Code Enforcement staff with adequate resources.
- j. Through general code enforcement efforts, maintain and preserve the physical and aesthetic condition and integrity of all commercial and industrial buildings and complexes in all areas so that Covina evokes a positive perception by residents, workers, shoppers, passers-by, and others.
- k. Maintain an effective graffiti clean-up program for all areas of the City.
- l. Enforce all Design Guidelines and Zoning provisions to ensure that all developments achieve a high degree of architectural integrity and landscaping, site design efficiency, good workmanship, a respect of physical and environmental constraints, and adequate amenities that enhance the quality of life for residents, workers, shoppers, and others, except in appropriate cases such as affordable housing construction, PCD (Planned Community Development) overlay district application, and/or where community goals, objectives, and policies are best furthered.
- m. Where appropriate, encourage lot consolidation as a means of facilitating development and obtaining attractive, unified structures.
- n. Maintain the downtown area's pedestrian friendly atmosphere as a means of enhancing its social and economic vitality.
- o. Maintain the City's variety of commercial and other businesses and attempt to attract a greater variety of, and facilitate the expansion of, retail, office, industrial, and, if appropriate, institutional uses that will attract more people, bolster economic development efforts, provide the City with greater name recognition, and reinforce the City's standing as a prosperous, mature suburban community.
- p. Prohibit "heavy" or intensive industrial uses and ensure that permitted industrial businesses are operated in a manner that does not hinder the public.
- q. Attempt to maintain the attractiveness and condition of all streets and public landscaping, particularly major ones and those at key City entry points, public improvements, and public facilities, so that Covina evokes a positive perception by residents, workers, shoppers, passers-by, and others.





PICTURE 11. TYPICAL NEIGHBORHOOD OF SINGLE-FAMILY DETACHED HOUSES, NEAR HOLLENBECK AVENUE AND SAN BERNARDINO ROAD. THESE AREAS COMPOSE AND WILL CONTINUE TO MAKE UP THE PREDOMINANT LAND USE CATEGORY IN COVINA.



PICTURE 12. A COMMON COMMERCIAL BUILDING, AT GRAND AVENUE AND CYPRESS STREET. LAND USE POLICY STRIVES TO MAINTAIN THIS TYPE OF LOW-RISE CHARACTER.



PICTURE 13. VIEW OF AZUSA AVENUE, LOOKING SOUTH TOWARD SAN BERNARDINO ROAD. THE GENERAL PLAN CALLS FOR MAINTAINING THE PHYSICAL AND AESTHETIC CONDITION OF PUBLIC RIGHTS-OF-WAY, WHICH DIRECTLY SUPPORT AND ARE INTERTWINED WITH LAND USE.



PICTURE 14. THE COVINA HILLS AREA, VIEWED SOUTH FROM THE CURVE THAT TRANSITIONS REEDER AVENUE INTO EAST PUENTE STREET. LAND USE ELEMENT OBJECTIVES AND POLICIES FOCUS ON PRESERVING THE UNIQUE CONDITIONS, NATURAL RESOURCES, AND TOPOGRAPHY IN THIS SPECIAL DISTRICT.

- r. Consider to develop and implement a tree preservation ordinance to maintain locally-determined significant public and private trees.
- s. Work with regional and other transportation officials and local residents to screen the commuter railroad right-of-way from residential neighborhoods with decorative sound walls. Such walls should also accommodate appropriate landscaping to discourage graffiti and, therefore, project a good community image to passengers on trains.
- t. Recognize that unincorporated areas do play a role in the City of Covina's overall appearance and image and, therefore, where appropriate and feasible, encourage annexations to be filed on a "comprehensive," as opposed to piecemeal, basis as a means of controlling and/or abating unsightly neighborhood conditions.
- u. Attempt to preserve structures, resources, areas, blocks, and/or streets that are of local historic and/or architectural significance, such as the Adams Park residential district (just west of Covina Park).
- v. Revise the Covina Zoning Ordinance, Design Guidelines, and related implementation tools to reflect General Plan changes, to make uses nonconforming, as necessary, and to amortize and/or reclassify all nonconforming uses and signs.
- w. Preserve existing parklands and open space resources and consider to develop additional parks of all types and sizes at various areas.
- x. Oppose or, at a minimum, take appropriate action on uses in abutting jurisdictions that could impose land use, traffic, or other incursions and/or adversely affect Covina's appearance, image, and/or character.
- y. Utilize the Zoning Ordinance's Planned Community Development (PCD) process (which allows for development standard modifications if certain conditions are met) as a vehicle for getting attractive, functional, compatible, and innovative projects, thus facilitating residential and nonresidential development and General Plan implementation.
- z. Preserve the sensitive environmental resources and the rural, low-density character of the Covina Hills area by minimizing grading, limiting development around Walnut Creek, and maintaining the large-lot residential and other Zoning requirements for the area, including hillside and related standards.
- aa. Protect single-family detached neighborhoods from medium- and high-density residential and excessive non-residential encroachments through appropriate land use provisions and development standards.
- bb. Ensure that any State-mandated facilities, particularly hazardous waste disposal sites, are situated and sufficiently buffered such that public health and safety are maintained.
- cc. Continue requiring developers to mitigate development impacts in the form of street improvements and public dedications as well as other reasonable requirements.
- dd. Monitor, review, and, where appropriate, streamline, the development review process as a means of lessening development constraints and promoting housing and commercial and industrial construction and revitalization.
- ee. Maintain and, where possible, enhance Covina's attractive appearance, positive image, and small-town character.
- ff. Permit exceptions in development standards and design guidelines only where appropriate, such as in a Planned Community Development (PCD) project and/or where community goals, objectives, and policies are best furthered.
- gg. Ensure that State noise insulation standards for applicable apartments and condominiums/townhomes are

met.

- hh. When dealing with code enforcement matters, attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.
- ii. Develop a downtown area “urban village” or livable cities concept, which would be based on mixed uses in an attractive, spirited, and functional arrangement, to best complement existing revitalization activities in the district, to capture positive spillover Metrolink Commuter Train Station benefits, to provide more medium- and/or high-density housing, and to reduce vehicular trips.
- jj. Where necessary and/or appropriate, consider abatement of Zoning Ordinance-defined major or “detrimental” nonconforming residential properties (i.e., those that generally are in established industrial or commercial areas) to promote land use compatibility, physical betterment, and/or economic development, and maintain or improve those Zoning Ordinance-defined minor or “nondetrimental” nonconforming residential properties (i.e., those that generally are in established residential areas) to preserve affordable housing units.
- kk. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure changes or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential land use and related impacts.

## **F. Objective 4**

### **Economic and social vitality in all areas of the community.**

#### **1. Policies**

The City shall:

- a. Develop and implement a land use plan that maintains and strengthens the fiscal health of the City by allocating a sufficient amount of residential, commercial, and industrial uses at suitable locations and by establishing sufficient, reasonable development intensity standards.
- b. Retain and, where possible, expand commercial- and industrial-designated areas for sales tax generation, employment, and community name recognition purposes.
- c. Attract a greater variety of commercial retail and office uses to provide for shopping, eating, service, administrative, and other needs of Covina and area residents, to enhance the community’s image, and to bolster economic development efforts.
- d. Retain existing viable industries and attract new light, clean manufacturing operations and promote commercial office uses to provide employment for the resident labor force.
- e. Continue Redevelopment Agency efforts in revitalizing the economic, aesthetic, and physical condition of various residential, commercial, and industrial properties and areas to generate overall community betterment.
- f. Devote particular attention, through Redevelopment Agency and other efforts, to addressing the special characteristics and needs of the downtown and continue with ambitious physical improvement efforts and activities to attract more vibrant uses and therefore more people, to develop better links to the Metrolink Commuter Train Station, and to accommodate housing in mixed use complexes geared toward various population segments, such as working professionals and lower-income households.
- g. Citywide, pay particular attention to attracting more high sales tax generators, such as shopping areas, specialty





PICTURE 15. WAL-MART-TOYS R US SHOPPING CENTER, ON AZUSA AVENUE JUST SOUTH OF ARROW HIGHWAY. AN IMPORTANT FUNCTION OF THE GENERAL PLAN IS TO RETAIN COMMERCIAL AREAS FOR ECONOMIC DEVELOPMENT PURPOSES.



PICTURE 16. CITRUS AVENUE IN THE DOWNTOWN, LOOKING SOUTH TOWARD BADILLO STREET. CITRUS IS THE MAIN STREET IN THE DOWNTOWN AREA, WHICH HAS EXPERIENCED EXTENSIVE REVITALIZATION IN RECENT YEARS AND WHICH WILL BE MAINTAINED AS A KEY PHYSICAL, SOCIAL, AND ECONOMIC CENTER OF COVINA.



PICTURE 17. NEWER RESTAURANT ON CORNER OF AZUSA AVENUE AND SAN BERNARDINO ROAD. THE BUILDING INDICATES PRINCIPLES OF HIGH QUALITY DESIGN, WHICH THE GENERAL PLAN CONTINUES AND STRENGTHENS.



PICTURE 18. STREET IMPROVEMENT PROJECT, ON CITRUS AVENUE NEAR ARROW HIGHWAY. AS ADVOCATED IN THIS PLAN, COVINA'S STREETS AND OTHER INFRASTRUCTURE WILL REQUIRE CONTINUING IMPROVEMENT TO BEST SERVE THE COMMUNITY.

retail outlets, and auto dealers.

- h. Support plans and programs in addition to Redevelopment to arrest blight and deterioration in and maintain the integrity of residential, commercial, and industrial areas, such as Code Enforcement, Neighborhood Preservation, property rehabilitation, and Community Development Block Grants/efforts.
- i. Ensure that the circulation network and major street widths adequately serve all current and planned residential, commercial, industrial, and institutional uses—or that all future developments not overburden streets and other infrastructure or local services.
- j. Require fiscal impact analyses for large projects that may adversely affect local finances.
- k. Take full advantage of all potential economic benefits associated with the Metrolink Commuter Train Station.
- l. Take full advantage of capturing potential spillover benefits from major developments in abutting communities and in Los Angeles County territory.
- m. Regard local residents as a major priority in accommodating the employment, shopping, entertainment, service, and other needs relating to new and/or expanded developments.
- n. Encourage the Covina Chamber of Commerce, Redevelopment Agency, and other organizations to promote the City's good business potential.
- o. Oppose uses in abutting jurisdictions and in Los Angeles County territory that could impose negative impacts on Covina and/or tarnish the City's appearance, image, and/or character.
- p. Recognize, monitor, and understand economic, social, and other forces that continue to shape Covina's development, such as increasing population, market demand factors, commuting patterns, rising land values, greater foreign investment, changing household formations, and a shifting demographic structure.
- q. Implement and monitor Housing Element efforts/programs to mitigate and/or deal with such issues including, but not limited to, rising housing costs, lower-income household housing overpayment, deteriorating structures and/or areas, SCAG regional housing obligations, affordable housing insufficiency, overcrowding, and special senior citizen housing needs.
- r. Enforce all Design Guidelines and Zoning provisions to achieve a high level of architectural and site design quality, good workmanship, and adequate amenities that enhance Covina's quality of life and economic vitality, except in appropriate cases, such as affordable housing construction, PCD (Planned Community Development) overlay district application, and/or where community goals, objectives, and policies, are best furthered.
- s. Permit moderate residential development of all types to provide housing opportunities for future Covina residents, particularly lower- and moderate-income persons.
- t. Attempt to reduce crime to persons and property by alleviating the underlying causes of and opportunities for crime through physical design, economic development and crime prevention programs, and available social efforts.
- u. Balance the City's obligation to provide more housing with the need to maintain and bolster local economic development efforts in terms of attaining as high a jobs-to-housing ratio as feasible and as great a retail sales tax generation amount as possible.
- v. Accommodate in single-family neighborhoods, small child care centers, small group houses, and other uses that are mandated by the State and necessary to address changing social and societal needs.

- w. Encourage that residential developments incorporate areas or facilities to accommodate State- and regional agency-mandated environmental programs, including, but not limited to, on-site storage areas for collecting recyclable materials and telecommuting rooms.
- x. Monitor the City's disabled population to note any major changes or increases and, in accordance with the State Building Code and other applicable laws, continue addressing the needs of handicapped persons, particularly those that are seniors.

**G. Objective 5**

**The provision of sufficient public facilities and services.**

**1. Policies**

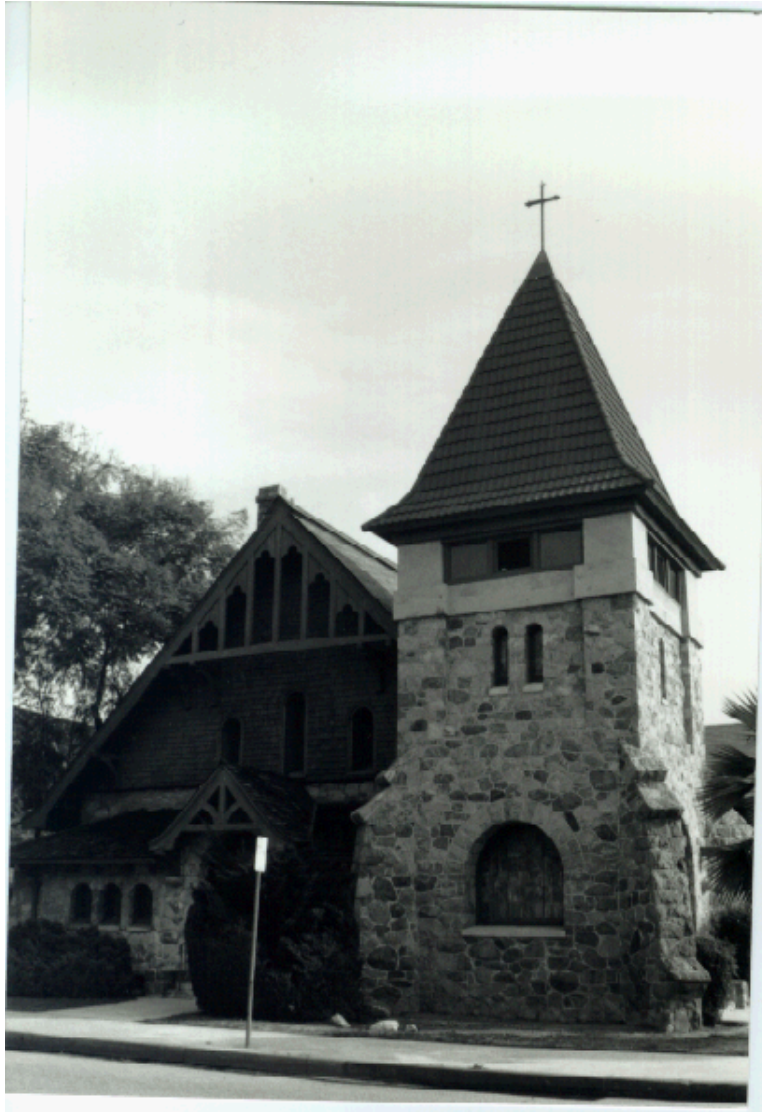
The City shall:

- a. Preserve and maintain existing major community facilities illustrated on the "Future Public and Quasi-Public Facilities Map," except where community goals, objectives, and policies are best furthered.
- b. Achieve and maintain a safe and secure environment for all Covina residents through continued monitoring and, where necessary, upgrading of City and County services, particularly police and fire, to meet or exceed established community standards.
- c. Achieve an adequately designed and functional street system and other infrastructure, including utility and storm drainage systems plus an adequate distribution of public and quasi-public facilities, in accommodating future growth to best maintain the community's visual, economic, and spiritual vitality.
- d. Provide all new and improved infrastructure in the most cost-effective manner.
- e. Consider the provision of infrastructure and services in all land use decisions.
- f. Assess the impacts of incremental increases in development and housing units on emergency services and ensure, through the Zoning-related Site Plan Review process, that new construction will not result in a reduction of law enforcement or fire protection services below acceptable levels.
- g. Ensure that future development will not result in a reduction of general government services below acceptable levels.
- h. Maintain existing residential, commercial, and industrial uses and continue revitalization and expansion of commercial activities to generate sufficient property and sales taxes to supplement funding for future needed services.
- i. Assure that all existing, new, and/or expanded development address fire protection in a preventative manner by requiring in various developments fire protection and smoke detection systems and/or automatic sprinkler systems. Also, require that all new buildings incorporate adequate ingress and egress and encourage owners of existing, old structures to upgrade their exit systems and structural conditions.
- j. Assure that all new or expanded medium to high density/intensity residential, commercial, and industrial projects address police protection in a preventative way by maximizing neighborhood surveillance opportunities in the siting and design of structures, utilizing sufficient lighting, and promoting defensible space concepts, such as ensuring visibility of open public areas.
- k. Continue to require new, large developments to provide for property maintenance over various areas in the



form of homeowners' associations or other private entities.

- l. Continue requiring developers to mitigate the infrastructure impacts of their developments by exacting land dedication for street widening purposes and right-of-way and other appropriate improvements.
- m. Where applicable, utilize Covina Redevelopment Agency (CRA) monies, Community Development Block Grants (CDBGs), and other non-General Fund sources to pay for various street improvements.
- n. In order to better satisfy park and recreation needs, address its park/open space deficiency and attempt to mitigate the problem to the greatest extent possible, such as through considering implementing funding mechanisms for future parkland acquisition and improvement and by utilizing the Covina Park System Master Plan and other appropriate documents as decision-making tools.
- o. Maintain and, where possible, improve park and open space resources, using the Covina Park System Master Plan and other appropriate documents to guide decisions and actions.
- p. Continue exploring new funding sources for financing street improvements and maintenance and considering new techniques for managing infrastructure reconstruction efforts.
- q. Ensure that school sites and educational facilities are adequate in number, type, and location as well as site design and appearance for existing and future populations and, to the greatest extent possible, meet applicable City codes and standards.
- r. Monitor storm water runoff conditions and ensure that all areas, particularly in and around Walnut Creek in Covina Hills, are free from major flooding problems, and address and, to the greatest extent possible, remedy any identified deficiencies in the storm drain system, including possibly by working with Los Angeles County and/or other jurisdictions.
- s. Regard the preservation and rehabilitation of the housing stock as a cost-effective approach in addressing housing needs.
- t. Achieve effective Covina City inter-departmental coordination in implementing and monitoring housing programs, particularly regarding code enforcement activities.



PICTURE 19. HOLY TRINITY EPISCOPAL CHURCH, ON BADILLO STREET NEAR CITRUS AVENUE. COVINA HAS MANY OUTSTANDING CHURCHES THAT STRENGTHEN THE COMMUNITY AND THUS CONSTITUTE AN IMPORTANT USE TYPE.

## **IV. LAND USE PLAN**

### **A. General**

This section presents the Land Use Plan, the backbone of the Land Use Element and the entire Covina General Plan process. As stated in previous sections of this document and in the Land Use Study, the Land Use Plan, which is based on and augments the Element's goal and objectives and policies, establishes land use districts and is therefore the most important and most often used General Plan component. The land use districts or designations, which are applied throughout the community, identify the permitted type of uses, building character, and extent of new development and redevelopment for any particular area. In other words, the Land Use Plan describes the nature and general pattern and intensity of land uses at build-out. According to State planning law, each land use category must list 1) development intensity (density for residential; floor area ratio for commercial and industrial) and 2) general permitted uses. Refer to the Land Use Study and to Chapters I and III herein for clarification on these terms and on background land use matters.

### **B. Land Use Plan**

Covina's land use proposal is described below and illustrated on two maps, a primary land use and circulation route diagram and a map that shows the location of public facilities, such as City Hall, the local library, and fire stations. (Refer to the Circulation Element for a discussion of the circulation network.) The City believes that separating public facilities from the primary land use map clarifies the overall land use strategy and related policies. (In Covina, public facilities compose a very small percentage of the land uses, and, therefore, including the facilities on the land use map would obscure land use distributions and jumble the map legend.) This approach is not intended, however, to undermine the importance of public facilities for the community's long-term development. Indeed, public facility (as well as public service) adequacy is underscored throughout this General Plan's goals, objectives, policies, and programs.

Covina's Land Use Plan is comprised of nine land use categories, the primary ones of which are three residential, two commercial, and one industrial designations. In addition, the following classifications have been included: school, park, and open space. Categories have been selected and applied in a manner that best meets existing and future local conditions, circumstances, and needs. (Refer to the background Land Use Study for clarification.) The respective land use category permitted uses and development intensities are described below and followed by a table listing both land use and population build-out figures. Also, see the accompanying Land Use Map for a graphic illustration of the land use distribution and clarification of current City/County and Planning Area boundaries. (As stated in the Background section above, the outlined "Study Area" in the southeastern part of the City refers to an area that is of community interest because of proximity to Covina and possible Covina Sphere of Influence incorporation in the near future. Therefore, the City believes it is reasonable to include this demarcation.)

This Land Use Plan originally was conceived and presented in the Land Use Study as the "Moderate Growth Scenario," one of three development alternatives. The other growth alternatives were the "Existing General Plan" and a "High Growth Scenario," which was a derivative of the "moderate" land use proposal. Three scenarios had been employed to adequately meet State planning and environmental impact review requirements and to serve as a framework for land use discussion and analysis purposes. Because it was believed to best address local desires and conditions, the Moderate Growth Scenario was selected. (Again, refer to Land Use Study for specifics.)

The Land Use Plan use categories are listed below and subsequently described:

1. Residential
  - a. Low Density
  - b. Medium Density
  - c. High Density
2. Commercial
  - a. General
  - b. Town Center
3. Industrial
4. School
5. Park
6. Open Space

**1. Residential**

**a. Low density residential**

- 1) Intensity range -
  - a) Residential density - 0 - 6.0 (dwelling units per net acre of land)
  - b) Nonresidential gross floor area ratio - 0.5 (maximum ratio of total building square footage to net acreage of site)

Note: Where a second unit/granny flat is added to a lot with an existing single-family detached house, as allowed under State law, the two dwelling units shall be construed as one for density computation purposes. This provision applies to the Medium and High Density categories as well.

- 2) Permitted uses - One single-family detached house on an individual lot, one State-defined granny flat unit on a property, and two or more single-family detached houses on a single lot (providing density compliance) are the primary, intended uses. Also permitted are limited institutional uses, such as churches and governmental and utility facilities, as described in the Zoning Ordinance, and State-defined group homes.
- 3) Location/Distribution - Low Density Residential prevails in many portions of the Planning Area, as illustrated on the Land Use Map.

**b. Medium density residential**

- 1) Intensity range -
  - a) Residential density - 6.1 - 14.0 (dwelling units per net acre of land)
  - b) Nonresidential gross floor area ratio - 0.5 (maximum ratio of total building square footage to net acreage of site)

Note: Where a State-defined density bonus is applied to a special lower income housing project and the resultant density exceeds 14.0 units per acre, the project shall be deemed acceptable. Also, in accordance with City housing policy and applicable City criteria, on particular lower and/or moderate income-only housing projects that the City feels greatly address local housing needs, as defined by the applicable ordinance and as stated in the Housing Element, two dwelling units shall be interpreted as one for computing density.

- 2) Permitted uses - The primary uses include apartments (two-unit structures and up), condominiums, townhouses, mobile homes, and the following two cases on a single lot: two or more single-family detached houses, or a single-family detached residence and apartments. Also permitted are single-family detached houses on individual lots and State-defined granny flat units and group homes, and, as described in the Zoning Ordinance, institutional uses, such as churches, large group homes, convalescent hospitals, meeting halls/lodges, and nursery schools plus governmental and utility facilities.
- 3) Location/Distribution - Medium Density Residential is focused generally near the downtown, along major streets, and in various pockets of different areas in the community, as illustrated on the Land Use Map.

**c. High density residential**

- 1) Intensity range -
  - a) Residential density - 14.1 - 22.0 (dwelling units per net acre of land)
  - b) Nonresidential floor area ratio - 0.5 (maximum ratio of total building square footage to net acreage of site)

Note: Where a State-defined density bonus is applied to a special lower income housing project and the resultant density exceeds 22.0 units per acre, the project shall be deemed acceptable. Also, in accordance with City housing policy and applicable City criteria, on particular lower and/or moderate income-only housing projects that the City feels greatly address local housing needs, as defined by the applicable ordinance and as stated in the Housing Element, two dwelling units shall be interpreted as one for computing density.

- 2) Permitted uses - The primary uses include apartments (two-unit structures and up), condominiums, townhouses, mobile homes, and the following two cases pertaining to a single lot: two or more single-family detached houses, or a single-family detached residence and apartments. Also permitted are single-family detached houses on individual lots and State-defined granny flat units and group homes, and, as described in the Zoning Ordinance, institutional uses, such as churches, large group houses, convalescent hospitals, meeting halls/lodges, and nursery schools plus governmental and utility facilities.
- 3) Location/Distribution - High Density Residential is focused generally in and around the downtown, along major streets, and in various pockets, as illustrated on the Land Use Map.

**2. Commercial**

**a. General commercial**

- 1) Maximum development net intensity/Gross floor area ratio - 1.5 (maximum ratio of total building square footage to net acreage of site)

Note: On a particular 1.5 FAR-exceeding project that affords the City with exceptionally high economic development, street vitality, functional viability, architectural integrity, and/or image enhancement

benefits that further overall Covina growth and revitalization goals and objectives, as stated in this Land Use Element and as defined by the applicable ordinance, that project shall be deemed acceptable.

- 2) Permitted uses - Various types of retail and service businesses and administrative, professional, and governmental offices that serve a diverse population and that comply with applicable use, operation, and other provisions of the Covina Zoning Ordinance and, if applicable, Redevelopment Plan. Also permitted, again as defined in the Zoning Ordinance and applicable Redevelopment Plan, include, but are not limited to, institutional uses, such as churches, group homes, nursing homes, and hospitals; utility and transportation facilities; automotive sales; automotive repair shops; gas stations; self-storage outlets; animal hospitals; and parking lots. All types of contemporary commercial buildings are allowed, providing City Zoning Ordinance, Design Guidelines, and, if applicable, Redevelopment Plan conformance.
- 3) Location/Distribution - General commercial pervades in various districts generally along the major streets or at primary street intersections, as illustrated on the Land Use Map.

**b. Town center commercial**

- 1) Maximum development net intensity/Gross floor area ratio - 2.5 (maximum ratio of total building square footage, excluding any residential areas, to net acreage of site)

Note: On a particular 2.5 FAR-exceeding project that affords the City with exceptionally high economic development, street vitality, functional viability, architectural integrity, and/or image enhancement benefits that further overall Covina growth and revitalization goals and objectives, as stated in this Land Use Element and as defined by the applicable ordinance, that project shall be deemed acceptable. Also, where any mixed use (commercial and residential) project is proposed, any density up to 22.0 units per net acre of land shall be acceptable, and the above-described high density standard exception shall apply.

- 2) Permitted uses - Specialized retail and service businesses that compliment the unique character and serve the patrons of downtown Covina and that comply with applicable use, operation, and other provisions of the Covina Zoning Ordinance and Redevelopment Agency Downtown Plan. On and adjacent to Citrus Avenue, the primary downtown street, the City seeks vibrant, economically viable commercial businesses that operate during both daytime and nighttime hours and that further downtown Redevelopment Agency objectives. Also permitted, again as defined in the Zoning Ordinance and Redevelopment Plan, include, but are not limited to, automotive sales; limited automotive repair shops; administrative, professional, and governmental offices; institutional uses; utility facilities; and commercial/residential mixed uses, when the residential portion is located above the first floor, consists of single room occupancy (SRO) or apartment-type units, and conforms to applicable mixed use standards and provisions. Building types are to be, depending on location, either of a classical early 1900s revival or a contemporary commercial style that conforms to the Zoning Ordinance, downtown Redevelopment Plan, and Design Guidelines.
- 3) Location/Distribution - Town Center Commercial is concentrated in the downtown area, which is generally focused on and around Citrus Avenue between Puente Street and the Metrolink Commuter Railroad Line, as shown on the Land Use Map. The eastern and western boundaries generally are, respectively, First and Fourth Avenues.

**3. Industrial**

- 1) Maximum development net intensity/Gross floor area ratio - 2.0 (maximum ratio of total building square footage to net acreage of site)

Note: On a particular 2.0 FAR-exceeding project that affords the City with exceptionally high economic development, street vitality, functional viability, architectural integrity, and/or image enhancement benefits that further overall Covina growth and revitalization goals and objectives, as stated in this Land Use Element

and as defined by the applicable ordinance, that project shall be deemed acceptable.

- 2) Permitted uses - Manufacturing, processing, assembly, warehousing, and related activities plus ancillary administrative offices that comply with applicable use, operation, and other provisions of the Covina Zoning Ordinance and Building, Fire, and related Codes. Also permitted include, but are not limited to, animal hospitals, automotive repair shops, very limited retail functions, gas stations, self-storage outlets, and parking lots.
- 3) Location/Distribution - Industrial uses are generally strewn along or near the Metrolink Commuter Railroad Line and at various stretches of San Bernardino Road and Arrow Highway, as illustrated on the Land Use Map. All types of contemporary industrial buildings are allowed, providing City Zoning Ordinance, Design Guidelines, and, if applicable, Redevelopment Plan conformance.

#### **4. School**

- 1) Maximum development net intensity/Gross floor area ratio - 1.5 (maximum ratio of total building square footage to net acreage of site)
- 2) Permitted uses - Primary, secondary, and parochial schools; various school facilities and/or ballfields; continuing education facilities; and school district administrative offices.
- 3) Location/Distribution - Schools and related facilities prevail in various portions of the Planning Area, as illustrated on the Land Use Map.

#### **5. Park**

- 1) Permitted uses - Community or neighborhood parks, ballfields, playlots, playfields, and related facilities and amenities and structures that are devoted primarily to passive or active recreational and similar uses.

#### **6. Open Space**

- 1) Permitted uses - Flood control spreading grounds that may be suitable for park or recreational facilities.

**C. General Plan Housing Unit and Population Build-Out Figures**

Table 1 below indicates the land use acreage allotment of the Covina Land Use Plan by use category and, pertaining to the residential classifications, the respective theoretical dwelling unit and population build-out figures for the current City and County/Sphere of Influence areas and for the overall Planning Area.

TABLE 1. ACREAGE ALLOTMENT AND THEORETICAL DWELLING UNIT AND POPULATION BUILD-OUT FIGURES FOR COVINA LAND USE PLAN.

<u>LAND USE CATEGORY</u>		<u>CITY / INCORPORATED</u>			
		<u>ACRES</u>	<u>PERCENT</u>	<u>UNITS</u>	<u>POPULATION</u>
A.	RESIDENTIAL	<u>T (2241.4)</u>	<u>(50.0)</u>	<u>17905</u>	<u>49149</u>
	1. LOW	1805.8	40.3	9889	27145
	2. MEDIUM	196.0	4.4	2744	7532
	3. HIGH	239.6	5.3	5272	14472
B.	COMMERCIAL	<u>T (548.4)</u>	<u>(12.2)</u>		
	1. GENERAL	461.2	10.3		
	2. TOWN CENTER	87.2	1.9		
C.	INDUSTRIAL	210.8	4.7		
D.	SCHOOL	359.8	8.0		
E.	PARK	63.2	1.4		
F.	OPEN SPACE	39.2	0.9		
G.	PUBLIC STREETS	<u>1017.2</u>	<u>22.8</u>		
ACREAGE GRAND TOTAL		4480.0	100.0		



COUNTY / UNINCORPORATED

		<u>ACRES</u>	<u>PERCENT</u>	<u>UNITS</u>	<u>POPULATION</u>
A.	RESIDENTIAL	<u>T (1408.4)</u>	<u>(71.4)</u>	<u>8053</u>	<u>22105</u>
	1. LOW	1285.0	65.2	5899	16193
	2. MEDIUM	70.2	3.6	983	2698
	3. HIGH	53.2	2.6	1171	3214
B.	COMMERCIAL	<u>T (34.8)</u>	<u>(1.8)</u>		
	1. GENERAL	34.8	1.8		
	2. TOWN CENTER	N/A	-		
C.	INDUSTRIAL	4.7	.2		
D.	SCHOOL	26.9	1.4		
E.	PARK	27.4	1.4		
F.	OPEN SPACE	2.0	0.1		
G.	PUBLIC STREETS	<u>467.8</u>	<u>23.7</u>		
ACREAGE GRAND TOTAL		1972.0	100.0		

PLANNING AREA / TOTAL

		<u>ACRES</u>	<u>PERCENT</u>	<u>UNITS</u>	<u>POPULATION</u>
A.	RESIDENTIAL	<u>T (3649.8)</u>	<u>(56.6)</u>	<u>25958</u>	<u>71254</u>
	1. LOW	3090.8	47.9	15788	43338
	2. MEDIUM	266.2	4.1	3727	10230
	3. HIGH	292.8	4.6	6443	17686
B.	COMMERCIAL	<u>T (583.2)</u>	<u>(9.0)</u>		
	1. GENERAL	496.0	7.7		
	2. TOWN CENTER	87.2	1.3		
C.	INDUSTRIAL	215.5	3.3		
D.	SCHOOL	386.7	6.0		
E.	PARK	90.6	1.4		
F.	OPEN SPACE	41.2	0.6		
G.	PUBLIC STREETS	<u>1485.2</u>	<u>23.1</u>		
ACREAGE GRAND TOTAL		6452.0	100.0		

Notes:

1. Densities are: 0-6.0 (dwelling units per net acre), 6.1-14.0, and 14.1-22.0. It should be noted that all Low Density Residential maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
2. Residential acres consist only of properties expected to be residential in future. (See text for clarification.)
3. Population estimates based on State Finance Department 2.745 person per household figure.
4. Incorporated and unincorporated boundaries based on current City and Sphere of Influence limits.

5. The population figures are household counts only (referring to persons living in regular dwelling units), they not being inclusive of individuals residing in group quarters facilities. Pertaining to the City build-out scenario, for example, the projected group quarters population is 666. Thus, the actual total theoretical population projection for this area at build-out could be interpreted as 49,815.

Thus, considering current City boundaries, the household population build-out figure is 49,149, a 13.1 percent increase over the 1992 municipal count. Also, a total planning area build-out of over 71,000 is projected. The land use percentages show that Covina will remain a community that is primarily residential in character but with a relatively sizable amount of commercial and industrial properties. (Refer to following section for a discussion on overall Land Use Plan strategy.) It must be stated that the above dwelling unit and population figures are theoretical capacities, created primarily for discussion and alternative plan and respective environmental impact comparison purposes. Actual build-out numbers, which are based on some combination of the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, cannot be predicted but typically are around 80 percent of capacity. This means that the actual maximum housing and household population counts for the current City area could be interpreted as, respectively, 17,528 dwelling units (a 9.4% increase) and 48,114 residents (a 12.3% increase). It should also be noted that the theoretical projections do not consider additional dwelling units that could be created through granny flats/second units, density bonuses, and the City's special density computation procedure for particular lower and/or moderate income housing projects. (For clarification on all matters presented here, refer to Sections "C" of the Land Use Study and "E7" of the Housing Study.)

#### **D. Land Use Plan Strategy**

The following section touches upon the rationale behind the Covina Land Use Plan distribution of uses. (Again, for background details and additional information, refer to the Land Use Study.) The strategy of the revised Land Use Plan, as with all facets of the General Plan update process, is based on a synthesis of resident, City Council, and Planning Commission input from various City-administered citizen participation measures, such as special committees and meetings, questionnaires, and public forums, which are discussed in Chapter VII below.

In general, compared to the previous Land Use Plan, this Plan retains existing, established land use patterns and, where appropriate, makes changes to eliminate land use inconsistencies and to take advantage of future development opportunities. The plan preserves, for example, single-family detached as the predominant residential and overall use category and focuses medium to high density developments in and around the downtown and in already existing areas along certain major streets and in various pockets. In a few cases, the two higher density categories have been applied to now-low density areas or properties that would be more logically suited for apartment or condominium/townhouse purposes. Conversely, the apartment or condominium designations have been removed from existing "isolated" complexes or upper density facilities with little or no linkage to similar uses or to commercial properties.

Moreover, again in response to received input and as described in the Land Use and Housing Studies, the City has reduced slightly the Medium and High Density limits over what was permitted in the previous General Plan. Nevertheless, the Plan does allow for moderate growth on remaining underutilized and vacant sites. The City is attempting to balance, on the one hand, its obligations to provide more housing, to respect individual property rights, and to comply with State and regional housing policies with, on the other hand, the need to maintain and bolster local economic development efforts through, for example, attaining as high a jobs-to-housing ratio as feasible and as great a retail sales tax generation amount as possible. (The jobs-to-housing ratio maximization approach is, in fact, advocated by regional and State agencies as a strategy for reducing long, often single-occupant, vehicle commutes, thereby mitigating air pollution, traffic congestion, lost individual time, and related problems.) This economic development-oriented approach has therefore also strongly influenced the City's commercial and industrial land use strategies, which is discussed below. It is

believed that the employed density limits, which can be implemented in a reasonable manner with, as detailed in the Land Use Study, minimal adverse impacts, best reflect existing conditions and circumstances and resident views, most logically complement current Zoning standards, and would best lead to desired overall community goals and objectives.

Commercial and industrial areas have been designated generally where they currently prevail, such as along various major streets and at certain chief intersections, as illustrated on the Land Use Map and described above. The only modifications pertain to a few sites, totaling about thirteen acres, that have been changed from commercial to residential or vice versa or from commercial to industrial or vice versa. These and other modifications, such as the utilization of only two commercial categories, as opposed to four in the previous Plan, will better reflect existing and future conditions, provide the City with flexibility in making development and use decisions, achieve greater land use compatibility, improve the quality of life, and bolster economic development, thus facilitating growth in a manner that suits Covina's needs.

Moreover, the selected development intensity maximums or floor area ratios (1.5 for General Commercial, 2.5 for Town Center Commercial, and 2.0 for Industrial) generally reflect existing development, though, again, allow for flexibility in project reviews. Regarding General Commercial, for example, the most widespread of the three categories, as stated in the Land Use Study, nearly all existing intensities are under 0.6. Because of the downtown area's unique character, which includes many old, relatively high intensity buildings, and because of desired types of development thereat, a 2.5 floor area ratio standard has been included, as opposed to 1.5 for General Commercial. Moreover, the Industrial standard, 2.0, is reflective of the fact that these types of properties typically occupy more land than General Commercial because of a lower parking requirement. It should be noted that the previous Land Use Plan did not contain floor area ratio standards, so there is no basis for comparison in this regard.

Lastly, the Plan retains the existing 24 schools, 11 parks and ball fields, and 2 open space sites. These facilities pervade throughout the Planning Area. The schools generally pertain to various primary and secondary educational facilities. The park sites, as detailed in the Land Use Study and Natural Resources and Open Space Element, vary in size and function from Three Oak Park, a 0.2 acre Village Oaks Office Park passive area oriented for nearby employees, to Wingate Park, a 16.6 acre site with softball/baseball fields and other amenities. Moreover, the Open Space designation has been applied to the Ben Lomond and Walnut Wash Spreading Grounds. The City believes that the latter three designations adequately cover essential facilities that support Covina's residential, commercial, and industrial uses.

Although no additional schools, parks, or open space resources have been designated through this General Plan update process, new facilities could be deemed necessary at a future date. For example, as described in the Land Use and Housing Studies and in the Natural Resources and Open Space Element, the City has a longstanding parkland deficiency that warrants attention and, accordingly, applicable policies and programs call for the City to consider increasing park resources and exploring concomitant funding mechanisms. Also, if certain demographic shifts continue, more schools may be needed. Therefore, school conditions will be examined as well. The City believes that additional facilities of these types should be designated on the Land Use Map after detailed site-specific analyses only.

#### **E. Public Facilities**

A separate map entitled "Future Public and Quasi-Public Facilities" illustrates the location of eighteen major facilities that provide and will continue to contribute important, necessary services to the community. They are:

1. City Hall - 125 E. College Street
2. Parks and Recreation Department Headquarters (Hollenbeck Park) - 1250 N. Hollenbeck Avenue

3. City Library - 234 N. Second Avenue
4. Joslyn Senior Center - 815 N. Barranca Avenue
5. City Yard - 534 N. Barranca Avenue
6. Police Station - 444 N. Citrus Avenue
7. Fire Station (Main) - 400 N. Citrus Avenue
8. Fire Station (#2) - 1577 E. Cypress Street
9. Fire Station (#3) - 807 W. Cypress Street
10. Covina Historical Society Museum - 125 E. College Street
11. United States Post Office (Federal Station) - 170 E. College Street
12. United States Post Office (Covina Main) - 545 N. Rimsdale Avenue
13. State of California Office Building - 233 N. Second Avenue
14. Inter-Community Medical Center - 210 W. San Bernardino Road
15. Magan Medical Clinic - 420 W. Rowland Street
16. Charter Oak Hospital - 1161 E. Covina Boulevard
17. Metrolink Commuter Train Station - East side of Citrus Avenue, just north of Metrolink Railroad Line. (As previously mentioned, the Metrolink Station is part of the Metrolink regional rail system, connecting downtown Los Angeles to San Bernardino County. See Circulation Element for more information.)
18. Waste Treatment Facility - location(s) not yet determined. (This was discussed in detail in Section “J” of the Land Use Study. Pursuant to AB 2948, the City will have to designate sites to accommodate hazardous waste facilities, which will be the topic of future planning and environmental studies.)

As stated above, because Covina public facilities compose a relatively small land use percentage, it is believed that illustrating these facilities on a separate map best clarifies overall land use and growth strategies and policies. Basically, all existing resources have been retained. In land use planning, there is a strong relationship between public facility siting and overall, particularly residential, land use designation. Generally, long-term growth tends to demand greater services, which translates to showing additional public facilities on a land use map. In Covina, based on City planning analyses, existing facilities appear adequate in terms of location and resources, both for now and the immediate future. However, because this General Plan calls for moderate growth over the long-term planning horizon (again, a potential 12.3 percent population increase over the following twenty years, at build-out) and because the City will continue to annex more unincorporated land, additional public facilities and/or public facility resources (primarily personnel and equipment) may be needed. (Refer to the Land Use Study for clarification.) Therefore, as was the case with parks and schools, in accordance with applicable Land Use Element and Housing Element policies and programs, public facilities and related resources are to be monitored to identify any deficiencies and, accordingly, to address and attempt to mitigate potential problems.

## **V. PROGRAMS/IMPLEMENTATION MEASURES**

Programs supplement the goal, objectives, and policies plus the Land Use Plan and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that the Land Use Element's goal, objectives, policies, and Plan will reach fruition. For clarification on these previously-discussed items, refer to Chapters III (Goal, Objectives, and Policies) and IV (Land Use Plan).

Covina Land Use Element programs/implementation measures are listed below. Some of the programs/measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/implementation measures are divided into three below-listed subject areas. Within each topical area, the programs are presented in no particular order. The measures are listed by description, responsible City department/division, funding source, and implementation timeframe. The three subject areas are:

- A. Codes, Standards, and Plans
- B. Procedural Matters
- C. General Administration

### **A. Codes, Standards, and Plans**

#### **1. Zoning Ordinance**

- a. Background - Zoning is the most important and most often used implementation tool. Covina's Zoning Ordinance contains specific Land Use Element-based use regulations and development standards that are administered to manage the type, location, design, and intensity of new and expanded buildings, to achieve land use compatibility, to preserve trees and other sensitive resources, to amortize, abate, and/or deal with "major" nonconforming uses, and to establish the procedures and guidelines by which development applications are reviewed and decisions are made. The City will continue adherence to all applicable use regulations and development and density standards and, relating to the Housing Element, will ensure that sufficient numbers of vacant and underutilized sites are designated to accommodate multiple-family, upper density, and/or rental housing so that regional housing needs obligations can be best addressed.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund (refer to General Plan Housing Study for clarification on Redevelopment Agency funding).
- d. Implementation Timeframe - Ongoing.

#### **2. Design Guidelines**

- a. Background - Covina's Design Guidelines manual supplements the Zoning Ordinance and is also administered through the below-described project or Site Plan Review process. The Guidelines is comprised of various architecture, site design, and building materials, landscaping, parking lot, and sign standards and provisions that seek to enhance building appearance, function, and suitability with neighborhood activities, thereby furthering overall community image, appearance, quality of life, and land use compatibility goals, objectives, and policies.

- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

### **3. Planned Community Development (PCD) Overlay Zone**

- a. Background - The PCD is a Zoning-related overlay zone that establishes a precise development plan for a specific site and is applied on an as-requested, project-by-project basis to all types of uses. A PCD resulting in assisting the City to meet the Southern California Association of Governments' Regional Housing Needs Assessment that increases residential density above the General Plan maximums as set forth in the Land Use Element Section IV.B.1.a-c. is allowed under the General Plan. A PCD resulting in a zone change that increases residential density above the General Plan maximums as set forth in the Land Use Element Section IV.B.1a-c. is allowed under the General Plan as long as the overall growth rate is maintained citywide as determined by the City Council. The PCD process allows for reductions in development standards, which can, for example, increase housing affordability or generate economic development benefits if the proposal is particularly attractive, functional, and/or innovative, relates well to adjoining properties, and strongly furthers overall General Plan implementation.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

### **4. Capital Improvement Program**

- a. Background - The City operates on an annually updated five-year Capital Improvement Program that funds, or at least states the need to pay for, various capital projects, such as street widenings and improvements, water main replacement, storm drain construction, or park facility enhancement, on a prioritized basis. Capital projects must be consistent with the General Plan. Public improvements and capital facilities further land use objectives and policies and therefore implement the Land Use Plan.
- b. Responsible City Department - Engineering Services Department, Planning Division, and Special Projects Division.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and Federal Community Development Block Grant (CDBG) monies.
- d. Implementation Timeframe - Ongoing.

### **5. Subdivision Ordinance**

- a. Background - This is the City's body of regulations that control the manner in which land is divided. Like Zoning, Subdivision activities and decisions must be consistent with the General Plan. Therefore, Subdivision Ordinance provisions do affect land use regulations and long-term growth issues. Upon General Plan adoption, the Subdivision Ordinance should be amended as necessary to reflect revised land use (and Zoning) objectives, policies, and standards.
- b. Responsible City Department - Engineering Services Department and Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

**6. Chapter 11 of Municipal Code**

- a. Background - Chapter 11 is the Covina Municipal Code section where Engineering Services, in the Site Plan Review process, imposes on private developers land dedications, for street widening and other purposes, and street improvement requirements, such as curbs, gutters, and sidewalks and street lights. These requirements work toward realizing General Plan goals, objectives, and standards and thus relate to the distribution of land use.
- b. Responsible City Department - Engineering Services Department.
- c. Funding Source - City general fund.
- d. Implementation Timeframe - Ongoing.

**7. Building, Housing, and Related Codes**

- a. Background - The City will continue to enforce the Building and related structural Codes and the Housing, Energy, and other Codes to protect public health, safety, and welfare, thus also maintaining and improving community appearance, image, and vitality. All of this relates to land use.
- b. Responsible City Department - Building and Safety Division, Fire and Police Departments, and any other applicable departments.
- c. Funding Source - City general fund and any other sources.
- d. Implementation Timeframe - Ongoing.

**8. Redevelopment Agency Plans**

- a. Background - The Covina Redevelopment Agency (CRA) administers several revitalization projects that collectively form an overall Redevelopment Plan. The project areas, which are comprised of various non-contiguous, residential-, commercial-, and industrial-designated properties and districts, seek to eliminate blight, improve local economic opportunities (e.g., sales tax generation and job creation), and enhance community image by remodeling existing deteriorating properties, erecting new buildings, and/or constructing infrastructure improvements. This is done through various financing mechanisms and/or agreements with private developers. One of the most ambitious efforts has been in the downtown, where major street improvements have been constructed and a storefront facade enhancement program has been in operation. Other major redevelopment activities pertain to expanding the City's automobile sales district and attracting more nationally recognized retailers along Azusa Avenue. The Redevelopment Agency, through a special housing fund, also administers several viable local housing programs, which seek to preserve existing and create new lower and moderate income housing opportunities. (See Program "A-10" below for clarification.) Thus, Redevelopment activities, which target areas/properties for physical and economic betterment, affect the type, character, and intensity of land use and bolster community image and economic and social stability.
- b. Responsible City Department - Redevelopment Agency and, when applicable, Planning Division.
- c. Funding Source - Redevelopment Agency tax increment fund and, if necessary, City general fund and any other available sources.
- d. Implementation Timeframe - Ongoing.

## **9. Town Center Specific Plan**

- a. Background - The City shall develop a specific plan for the Town Center or downtown area to best deal with the district's unique features so that physical, economic, and business objectives and policies can be realized and that mixed use projects (residential and commercial) can be accommodated, which would further affordable housing and economic development goals. State law authorizes cities to adopt specific plans for implementing their general plans in designated areas. Specific plans, which are most often used to ensure that multiple property owners and developers adhere to a common design criteria to benefit an overall neighborhood or area, provide more finite, though flexible development and circulation standards than Zoning. Another major intent of this specific plan process is to better link the downtown to the recently opened Metrolink Commuter Train Station. Thus, an "urban village" or livable cities component is sought, whereby housing, business, recreation, and transportation functions are considered in a planned and comprehensive fashion and vehicular trips are reduced (thus mitigating air pollution).
- b. Responsible City Department - Planning Division and Redevelopment Agency.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Process will commence upon Land Use Element adoption.

## **10. Various Housing Measures**

- a. Background - The City will continue its existing and, where feasible, begin new Housing Element-listed programs, such as rent subsidy, code enforcement, rehabilitation, Neighborhood Preservation, deteriorating structure purchase, density bonus, granny flat/second unit, mixed use, and continued infill development acceptance, to maintain and improve the physical, aesthetic, economic, and social conditions of Covina's neighborhoods, to preserve and, where possible, expand the supply of lower and moderate income housing, and thus to sustain overall community stability and integrity as well.
- b. Responsible City Department - Building and Safety Division, Planning Division, and Redevelopment Agency.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, Federal Community Development Block Grant (CDBG) monies, and code violator fines and tax liens.
- d. Implementation Timeframe - Ongoing for some measures; other housing programs will commence upon adoption of the Land Use and Housing Elements.

## **11. Special Intensity Allowance**

- a. Background - In accordance with applicable intensity provisions established in the above Land Use Plan Chapter, the City will establish guidelines for permitting exceptions to the Medium and High Density and the Commercial and Industrial floor area ratio (FAR) limits as a means of creating flexibility in land use planning and decision-making activities. Specifically, pertaining to the Residential Medium and High Density categories, in a lower (or lower and moderate) income housing project that is deemed to strongly address Covina's housing situation and needs and best implement established General Plan goals, objectives, and policies, two dwelling units would be considered as one for density computation purposes. Regarding the Commercial and Industrial land use category floor area ratio maximums, which are 1.5 for General Commercial, 2.5 for Town Center Commercial, and 2.0 for Industrial, an FAR-exceeding project that affords the City with exceptionally high economic development, functional viability, architectural integrity, and/or image enhancement benefits and that, again, furthers overall Covina growth and revitalization goals and objectives shall be deemed acceptable. For exceptions in development intensity pertaining to both residential and nonresidential uses, applicable, implementing ordinances shall be prepared.



- b. Responsible City Department - Planning Division.
- c. Funding Source - City General Fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**12. Noise and Environmental Disturbances Ordinances**

- a. Background - The City will continue to reasonably enforce its Noise and Environmental Disturbances Ordinances and related provisions and policies as vehicles for ensuring land use compatibility, particularly between commercial or industrial and residential or other “sensitive” uses.
- b. Responsible City Department - Building and Safety Division and Planning Division.
- c. Funding Source - City General Fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

**13. Regional Planning Mandate Accommodation**

- a. Background - The City will ensure that applicable portions of all Federal, State, regional, and County planning measures to reduce, control, and/or prevent traffic congestion, air pollution, household and business waste generation, storm water runoff, and other environmental problems are implemented and appropriately monitored to identify changing conditions. The air pollution and traffic congestion mitigation measures, which directly or indirectly affect land use, will essentially require the City to focus on economic development matters to, among other things, create as high a jobs-to-housing ratio as feasible (which reduces vehicle trips—refer to Section “J” of the Land Use Study for background information. See also Program “B-6” below.)
- b. Responsible City Department - Planning Division and Environmental Services Department.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and various funds and grants pertaining to Environmental Services.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**14. Los Angeles County Hazardous Waste Management Plan Accommodation**

- a. Background - In response to a particular State law (AB 2948), which requires local governments to establish guidelines for handling industry-generated untreated hazardous wastes, the City will have to designate sites or zoning districts for the treatment of such wastes. In this process, to ensure that all future hazardous waste disposal will be accommodated in an environmentally safe, physically isolated, and affective manner, land use factors will have to be strongly considered.
- b. Responsible City Department - Planning Division, Environmental Services Department, and/or possibly other departments/divisions.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, applicable grants, and any other sources.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**15. Covina Park Master Plan**

- a. Background - The City Parks and Recreation Department is finalizing a master plan for all City parks and recreational facilities, which will serve as a blueprint for park expansion and the improvement of existing open space resources. This document is in part based on the Land Use Plan and expands on park issues and needs discussed herein. The City will work to ensure overall consistency between these two proposals and assure that the Park Plan fulfills the intent of the Land Use Element goal and objectives.
- b. Responsible City Department - Parks and Recreation Department and Planning Division.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and special park-related sources.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption and Park Master Plan adoption.

**B. Procedural Matters**

**1. Zoning Ordinance Revision to Achieve General Plan Consistency**

- a. Background - As required by State planning law, the Zoning text and Map will be revised to conform to the new General Plan land use distribution, policy orientation, program framework, building intensity provisions and limits, and development standards to streamline and clarify key portions of the document and to incorporate applicable new State requirements, such as open space zoning. As part of the Zoning Ordinance/General Plan consistency activity, the City will appropriately handle existing and newly created major or “detrimental” nonconforming uses, such as old residential properties in commercial or industrial areas, considering land use compatibility, physical betterment, economic development, and related factors.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**2. Consistency Between General Plan and Other Plans/Documents**

- a. Background - City Departments and the Redevelopment Agency administer various plans and measures that directly or indirectly relate to land use. Where necessary, the Planning Division will ensure consistency between the revised Land Use Element and these other germane plans/documents, which include, but are not limited to, the Redevelopment Project Area Plans, Park Master Plan, the Subdivision Ordinance, and the Capital Improvement Program, to the greatest extent possible.
- b. Responsible City Department - Planning Division and possibly other departments/divisions.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, and any other potential sources.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**3. Site Plan Review Process**

- a. Background - This is the process by which private development and use applications and certain public proposals are reviewed and by which General Plan, Zoning Ordinance, and Design Guidelines provisions are administered. Site Plan Review also serves as a mechanism for determining General Plan/Zoning consistency, for ascertaining whether the PCD process (see Program “A-3”) can be applied, for routing projects to other City departments/divisions for study and comment, and for addressing overall City service and infrastructure accommodation issues and related matters. When reviewing applications, the City may impose reasonable conditions to ensure conformance with respect to the General Plan, Zoning Ordinance, Design Guidelines, and other documents. This process shall continue.
- b. Responsible City Department - Planning Division (primarily) and other City departments/divisions.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

#### **4. Environmental Impact Review Process**

- a. Background - The California Environmental Quality Act (CEQA) requires examination of environmental and physical and certain social and economic impacts when reviewing generally major use or development applications, general plan amendments, zone changes, and/or related matters. The analysis occurs during the Site Plan Review process. For applicable projects, typical areas of concern pertain to site geology and grading, proximity to any active earthquake faults, potential erosion, storm water runoff and/or flooding, species degradation, vehicular traffic, noise, and/or land use compatibility. The City will continue to follow all applicable CEQA provisions at all levels in its planning activities.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

#### **5. Code Enforcement**

- a. Background - In situations where Zoning-, Site Plan Review-, and/or Building and Safety-related Code requirements are not met, particularly when there is a major threat to public health, safety, and welfare, the City attempts to abate or at least mitigate the violation(s). When residential properties are involved, the City administers two particular Ordinances, Property Maintenance and Abatement of Real Property Nuisances. Code violations range from greatly unkempt property to structural inadequacy to illegal dwelling units, which, if left unchecked, in the aggregate, not only could jeopardize individual health and safety but could diminish overall community image, appearance, character, social stability, and economic vitality, all of which directly or indirectly relate to land use. Aside from abating nuisances, a key function of Code Enforcement is to educate the public on the general importance of maintaining their properties. To ensure that all land use and other General Plan goals, objectives, and policies are furthered, the City will continue with its existing, and, where possible, expand, Code Enforcement and related matters pertaining to both residential neighborhoods and commercial and/or industrial districts. Particular emphasis shall be placed on achieving a comprehensive, coordinated approach among various City departments/divisions and abating problems on a target area basis (Neighborhood Preservation Program). In general, Covina will attempt to abate first the most serious violations or those nuisances that constitute the greatest threat to public health, safety, and welfare.
- b. Responsible City Department - Building and Safety Division, Planning Division, Special Programs Division, and any other applicable City departments/divisions.

- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, violator fines/tax liens, Federal Community Development Block Grant (CDBG) monies, and any other available sources.
- d. Implementation Timeframe - Ongoing and, for program expansion, commencing upon Land Use Element adoption.

## **6. Infrastructure and Service Level Accommodation**

- a. Background - The City will monitor the impacts of all future development on City services and on the infrastructure and prepare appropriate responses in terms of general project conditions and the consideration of new funding mechanisms. The maintenance of the local infrastructure, including, but not limited to, the street and storm drain systems, and municipal services, is essential to realize Covina General Plan goals, objectives, and policies pertaining to preserving residential as well as commercial and industrial uses, supporting moderate growth, and encouraging revitalization. As stated in the policy section above, attention will be made to considering new funding mechanisms to deal with needed street repairs as well as potential park/open space development and expansion. Also, City public safety resources and public school facilities will have to be periodically analyzed as well to ensure their sufficiency.
- b. Responsible City Department - Planning Division (possibly working with other departments/divisions).
- c. Funding Source - City General Fund, Redevelopment Agency tax increment fund, and potentially other sources.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

## **7. Local Economy Accommodation**

- a. Background - The City will monitor the development and preservation of housing units and commercial and industrial properties from the standpoint of necessary economic development obligations, particularly in terms of an approach that retains and bolsters as high a jobs-to-housing ratio and as strong a sales tax generation amount as possible, that enhances Covina's image and appearance, and that maintains community businesses. In recognition of the high regard the City has for economic development matters, through working with the newly established Economic Development Committee, the City Chamber of Commerce, and/or other groups, the community will take reasonable, appropriate measures (like, as described in Program "C-11" below, attempting to remove constraints on development) to make the City more attractive to prospective and existing, potentially expanding businesses. Besides the obvious job creation and sales tax increase benefits that new and expanded businesses afford, as stated above, economic development also implements land use, beautification/revitalization, community image enhancement, and related General Plan goals, objectives, and policies.
- b. Responsible City Department - Planning Division and Special Programs Division (possibly working with other departments/divisions).
- c. Funding Source - General Fund, Redevelopment Agency Tax Increment Fund, and any other available sources.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

## **8. Monitoring of Metrolink Commuter Train Station Impacts**

- a. Background - The recently-opened Metrolink Commuter Train Station, located on the east side of Citrus Avenue, just north of the railroad tracks, will have land use, traffic, circulation, and other impacts that the City should monitor and, if appropriate, attempt to best exploit in relation to ongoing and potential downtown

revitalization activities, such as, respectively, the storefront facade improvement program, various public and private improvements, and mixed use developments that reflect “urban village” or livable cities concepts. (Refer also to Program “A-9” above.)

- b. Responsible City Department - Planning Division (possibly working with other departments/divisions).
- c. Funding Source - City General Fund, Redevelopment Agency tax increment fund, and any other potential sources.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

#### **9. Preservation of Special Residential Districts and/or Buildings**

- a. Background - The City will designate and attempt to preserve local residential and other areas and/or buildings that are deemed architecturally and/or historically significant.
- b. Responsible City Department - Covina Valley Historical Society and Planning Division.
- d. Funding Source - City general fund, Redevelopment Agency tax increment fund, and (pertaining to the Historical Society) volunteer assistance.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

#### **10. Graffiti and Crime Abatement**

- a. Background - The City will continue to support and, if possible, through reasonable means, expand the voluntary graffiti abatement program, which, along with general Code Enforcement activities, will improve the vitality of Covina neighborhoods. Also, through the Code Enforcement-related Neighborhood Preservation Program, the City will continue to attempt to reduce the incidence of crime, which has been a major factor in structural and/or area deterioration.
- b. Responsible City Department - Administration Department, Building and Safety Division, Planning Division, and City Gang and Graffiti Task Force.
- c. Funding Source - Volunteer assistance, with funds received from donations and, if possible, fines and/or tax penalties imposed on owners of delinquent properties. Also, City general fund, Redevelopment Agency tax increment fund, and Federal Community Development Block Grant (CDBG) monies.
- d. Implementation Timeframe - Ongoing and continuing after Land Use Element adoption.

#### **11. Removal of Governmental Development Constraints**

- a. Background - The City will review all development Codes, notably Zoning, and modify those found to be unnecessary or burdensome in constructing or improving housing and in maintaining and attracting new businesses. In addition, the City will study its project and use application review processes and streamline any identified over-lengthy procedures to create a more efficient, reasonable, and “business friendly” atmosphere.
- b. Responsible City Department - Building and Safety Division and Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**12. Monitoring For Any Changes in Land Use and Related Issues**

- a. Background - The City will monitor its identified land use and related issues from time to time to detect any changes warranting modification in the City's strategies, policies, or programs.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**13. Consideration of New Programs and Maintaining Information on Existing and Potential Funding Sources and Programs**

- a. Background - The City shall study and consider the feasibility of utilizing any other applicable, potentially viable programs and will compile and maintain updated information on existing and potential funding sources and land use programs.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**14. Annexations and Sphere of Influence Matters**

- a. Background - Working with willing property owners or developers in the unincorporated/Sphere of Influence area and with the County, the City will continue to process and, where appropriate, encourage annexation requests. Expanding the City limits will give Covina authority over more areas and therefore additional leverage for implementing the General Plan. However, the provision of services and infrastructure must also be considered. In addition, changes in the Covina Sphere of Influence itself should also be considered where the City has an interest in a particular location or area (such as the designated "Study Area" on the Land Use Map) and where City services and adequate infrastructure can be provided.
- b. Responsible City Department - Administration Department and Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

**15. Utilization of Development Agreements**

- a. Background - Whether handled by the City or the Redevelopment Agency, this approach could be utilized in the development of certain major projects, particularly those built in phases, to attain uses that would facilitate General Plan implementation. The basic development agreement, which is authorized by State law, enables a City to enter into a binding contract with a builder that, in addition to underlying proposal conditions, assures the City as to the type, character, amenities, public improvements, and "benefits" of the development, while guaranteeing the project sponsor that the necessary building permits will be issued regardless of changes in regulations. Other types of development agreements, such as Redevelopment Agency assistance to builders of needed lower income housing units or economically beneficial commercial uses, may be appropriate as

well.

- b. Responsible City Department - Administration Department, Planning Division, and/or Redevelopment Agency.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund; in some cases private (developer) funds may be used in creating an agreement or in another aspect of this process.
- d. Implementation Timeframe - Ongoing and continuing upon Land Use Element adoption.

## **16. Utilization of Market Studies and Fiscal Impact Analyses**

- a. Background - If deemed necessary to determine project feasibility, economic costs and benefits to the City, and/or land use, circulation, community image, and/or other impacts, the City should require developers, project sponsors, or others to submit appropriate market studies and/or fiscal impact analyses. The findings of these reports would be considered in the City's project evaluation and decision-making processes. Thus, this type of information could also verify development consistency with the General Plan.
- b. Responsible City Department - Administration Department, Planning Division, and/or Redevelopment Agency.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund; in many cases, however, private (developer) funds would be used in preparing a study/analysis or in another aspect of this process.
- d. Implementation Timeframe - Ongoing and continuing upon Land Use Element adoption.

## **C. General Administration**

### **1. Inter-governmental Coordination**

- a. Background - To most fairly and best deal with land use, traffic, and other issues at or near Covina's border areas, the City will continue routing various plans and documents to and reviewing development and public proposals from neighboring communities and Los Angeles County. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups, including, but not limited to, the State, school districts, and utility companies. In the case of reviewing, for example, an expanding school site, the City will strive to ensure, to the greatest extent possible, that the altered facility complies with all applicable Covina codes, standards, and policies. This inter-governmental activity will, among other things, acknowledge City concerns, desires, and/or intentions over particular developments and related actions in an atmosphere of respect and cooperation.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

### **2. Intra-governmental Coordination**

- a. Background - In carrying out its various land use-related and planning activities and programs/measures, where appropriate and feasible, such as in the Code Enforcement-related Neighborhood Preservation Program, the Planning Division will attempt to work with other City departments/divisions to best approach and handle various developments, proposals, issues, and problems. In light of changing Covina demographic, social, economic, and housing conditions as well as other trends, it is believed that this holistic orientation is essential

and thus will best implement General Plan goals, objectives, and policies.

- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Ongoing.

### **3. Public Involvement**

- a. Background - In compliance with State planning law, the City will endeavor to promote the importance of the General Plan as well as implementing programs/measures, such as economic development and code enforcement matters, to the public, businesses, developers, Covina employees, and other interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at additional available opportunities through informational handouts, brochures, press releases, and any other mediums deemed appropriate. When General Plan updates are done, persons, groups, and organizations shall be notified through State-defined public hearings and, if appropriate, by way of other means. Frequent public education is an important ingredient in successful general plan implementation.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon adoption of last phase of the General Plan update.

### **4. General Plan Review and Revisions**

- a. Background - State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation, with an emphasis on Housing Element-defined needs accommodation. The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives, policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. An example of this situation will occur in 1996, when the Housing Element will have to be revised to incorporate new regional "housing needs" figures. Moreover, appropriate, occasional monitoring of the General Plan components shall occur. Lastly, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted.
- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon adoption of the last phase of the General Plan update.

### **5. Land Use Element Implementation**

- a. Background - In accordance with the State planning law/Government Code criteria, the City will implement the Covina Land Use Element in a manner compatible to the desired implementation/administration of all other General Plan Elements, as presented in those chapters, City and Redevelopment Agency plans, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element



implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

- b. Responsible City Department - Planning Division.
- c. Funding Source - City general fund and Redevelopment Agency tax increment fund.
- d. Implementation Timeframe - Commencing upon Land Use Element adoption.

## 6. Maintenance of City Departments/Divisions Responsible for Land Use Matters

- a. Background - In order to carry out its various land use and related responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer and monitor the General Plan, Zoning Ordinance, Design Guidelines, and various non-Planning Codes as well as to control and monitor various accompanying processes, such as Site Plan Review and Environmental Impact Review. In addition, Covina will maintain resources to administer and monitor City land use programs, to preserve and improve the community's housing stock, to maintain and expand the economic base, and to disseminate applicable information and provide assistance to the public.
- b. Responsible City Department - Building and Safety Division, Planning Division, Redevelopment Agency, and Special Programs Division.
- c. Funding Source - City general fund, Redevelopment Agency tax increment fund, fines and/or tax liens from Code Enforcement activities, Federal Community Development Block Grant (CDBG) funding, and any other available local, State, and/or Federal monies.



- d. Implementation Timeframe - Single-Family Residences in Adams Park Neighborhood, Western Portion of Downtown. Adams Park contains many architecturally and/or historically significant homes worthy of preservation, as deemed desirable under the General Plan.



PICTURE 21. HISTORIC, DECORATIVE PYLON, ON HOLLENBECK AVENUE NEAR SAN BERNARDINO ROAD. THE STRUCTURE IS ONE OF TWO REMAINING PYLONS IN THE AREA AND SIGNIFIES THE ENTRANCE OF THE PREVIOUSLY EXISTING ADAMS RANCH, WHICH IS NOW DEVELOPED AS THE ADAMS PARK NEIGHBORHOOD AND COVINA PARK.

## **VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS**

As stated in the above Background section, Land Use is the central General Plan Element, the one that correlates land use and related issues among all chapters. However, the Land Use Element is most closely tied to the Circulation, Housing, and Safety chapters. There is a close relationship to the Circulation Element, which establishes circulation and transportation systems and facilities, because, under law, the Land Use Plan must be consistent with and bolstered by circulation and transportation components. Conversely, the Circulation Element's provisions reflect the goal, objectives, policies, and Land Use Plan of the Land Use Element. Any changes in either Element therefore will have a resultant impact upon the other. This inextricable connection between the two chapters is best illustrated by the fact that the Circulation Plan is superimposed upon the Land Use Map. In relation to the Housing Element, which aims to identify and meet housing needs and problems, the Housing component utilizes the same land use and building density frameworks and population and dwelling unit projections put forth in the Land Use Element/Map in accommodating growth, addressing housing-related challenges, and administering its State-required, ambitious housing program/implementation measures (relating to preservation, improvement, and similar issues). Moreover, the Land Use chapter is closely associated with the Safety Element, the General Plan component that serves to protect the community from any unreasonable risks associated with the effects of various potential disasters. In the Safety chapter, areas prone to flooding or other major hazards are identified from and handled in a manner conforming to that of the Land Use Element. The Land Use chapter similarly establishes a foundation for the Natural Resources and Open Space Element, which strives to protect local natural resources and open space areas, and the Noise chapter, a component that addresses excessive noise exposure. Although the strength of the relationship of the above Elements to the central Land Use chapter varies, all six mandatory General Plan Elements are important in that they address specific areas and needs pertaining to a community's physical development, appearance, character, and quality of life and, therefore, as documented under State law and mentioned below, the six chapters carry equal legal status.

Thus, it is important for the Land Use Element to be consistent with all chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is, again, underscored by State law as well. Section 65300.5 of the California Government Code states that “. . . the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.”

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives, and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or land use, circulation/infrastructure, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives, and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Land Use Element preparation, topical goals, objectives, policies, and programs/implementation measures have been cross-checked with those in other Elements, particularly Circulation, Housing, and Safety, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Land Use and each and every Element will realize the same results. Furthermore, if the Land Use Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program “C4,” the City will monitor all major aspects of Land Use Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Land Use chapter implementation, particularly with respect to inter-Element unity and coherence.

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## **VII. CITIZEN PARTICIPATION IN LAND USE ELEMENT FORMATION**

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to “provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate.” In fulfilling its citizen participation obligations and in identifying issues for Land Use as well as for all other Elements, the City has:

1. Prepared and distributed a “short” questionnaire to all Covina households.
2. Prepared and distributed a “long” questionnaire on a random basis to approximately 10% of all Covina area households.
3. Conducted “town hall meetings” and public forums.
4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.
5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
6. Received numerous comments from the public (in this case regarding land use) on the phone, at the counter, and in the course of site-specific project reviews.
7. Met with and elicited the views of Covina’s Housing Advisory Committee.
8. Organized, met with, and elicited the views of a land use subcommittee of Covina’s General Plan Update Committee that addressed land use and related issues.
9. Met with and elicited the views of City of Covina employees who deal with land use and development matters.
10. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, utility companies, regional agencies, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating this Element’s identification and discussion of land use issues and, therefore, in developing the applicable goal, objectives, policies, Land Use Plan, and programs/implementation measures as well. Refer to the Land Use and Housing Studies for clarification on the above activities and on the input received from the respective measures. Also, related material and information pertaining to these items are on file in the City Planning Division. Thus, the City of Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Land Use Element.

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## **VIII. MONITORING LAND USE ELEMENT IMPLEMENTATION**

In order for the General Plan Land Use Element's goal and the objectives, policies, and Land Use Plan to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina physically, economically, socially, and aesthetically, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Land Use Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a City shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation, including the progress in meeting its share of (housing element-related) regional housing needs. . ." Because Land Use is the most important chapter, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Land Use Element implementation framework as Program "C4," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Land Use Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established land use goal and objectives, this approach will facilitate preparing General Plan amendments.

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# COVINA GENERAL PLAN

## MODERATE GROWTH SCENARIO

